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ABSTRACT

Individual papers on quality life in the countryside were presented at the American Country Life Association, (ACLA) Inc., conference. The presidential address, "Quality Life in the Countryside--How Can It Be Achieved? described significant trends which are developing in rural areas. Other major topics covered in the papers included conflicts in values, problems and opportunities of leadership, economic foundations, government services, social organization, cultural foundations, the role of universities and colleges, methods to meet health care needs, and the evaluation of multi-county planning and development. Also included is an ACLA 1967 membership list, minutes of business meetings, reports of the Task Force, and financial reports. (PS)

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Achieving QUALITY LIFE in the COUNTRYSIDE

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PROCEEDINGS OF THE FORTY-SIXTH CONFERENCE

of the

AMERICAN COUNTRY LIFE ASSOCIATION, INC.

MEMORIAL UNION

IOWA STATE UNIVERSITY, AMES, IOWA

JULY 11-12, 1967

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ACLA CITATION 1967

ELWIN W. MUELLER

Elwin W. Mueller was born, reared, and educated in Iowa. After completing the public schools in Waverly, he studied for two years at Wartburg College, Waverly, then transferred to the University of Iowa, Iowa City, where he earned the Bachelor of Arts degree in 1930. From the Wartburg Lutheran Theological Seminary in Dubuque he earned the Bachelor of Divinity degree in 1933. His relationship with Iowa continued after his ordination that same year as he became the parish pastor of the congregation which he organized, St. Paul's Lutheran Church in Martensdale, and which he served for 12 years. In 1943 another congregation, St. Paul's Lutheran Church of Winterset, Iowa, came into being as a result of his pastoral leadership.

During the years of World War II congregations throughout the American countryside faced numerous problems as a result of the rush of manpower to war industries in the cities. To provide leadership in helping congregations and Lutheran church bodies to cope with fast moving changes, the National Lutheran Council turned to Pastor Mueller. He embarked on a new career of service as secretary of the Rural Church Program of the National Lutheran Council. In 1958 it came to be called the office for Church in Town and Country.

While committed to the Christian Church as a man and as a pastor, his concern from the start was broader than the institutional form of the church. His concern was rural life. He often asks, "What is the mission of the church to man, in the community, and to society at large?" From this base of concern he developed broad relationships with public agencies at local, state,

and national levels: County Extension Agents, 4-H Club Leaders, Home Economists, and Soil Conservationists; Cooperative Extension Service directors and staff, rural sociologists, and agricultural economists; U. S. Departments of Agriculture, of the Interior, of Labor, and of Health, Education, and Welfare. Farm organizations, community development groups, and private agencies also came into his field of relationships.

Continuing education for town and country pastors at land-grant universities was a resource for an academic learning experience that he helped thousands of pastors and numerous laymen to discover and utilize. He conceived the idea of the "State of Society Conference" for church administrators on an interdenominational basis at land-grant universities.

In recognition of his leadership at the national level, Wartburg College presented him with the honorary Doctor of Humane Letters in 1952. Augustana Lutheran Theological Seminary presented him with the honorary Doctor of Divinity degree the same year.

Dr. Mueller's association with the American Country Life Association began during his years in Iowa as a parish pastor. At the ACLA's Board of Directors meeting in July, 1957, he was elected its secretary-treasurer. He has served the ACLA in this capacity since that date.

Numerous articles and pamphlets have come from Dr. Mueller's pen. In addition he has authored two books, A STUDY OF LUTHERAN STRENGTH, 1949, and A PROFILE OF THE LUTHERAN CHURCH IN THE U.S.A., 1954; and has co-edited two, THE SILENT STRUGGLE FOR MID-AMERICA, 1963 (Augsburg), and MISSION IN THE AMERICAN OUTDOORS, 1966 (Concordia).

The National Association of Soil and Water Conservation Districts awarded Dr. Mueller its "1960 Distinguished Service Award," and in 1963 the Federal Extension Service (U. S. Department of Agriculture) presented him with a "Partners in 4-H Citation."

He is a member or officer of 10 national boards or commissions; two governmental, four church, and four private.

He is presently serving as Coordinator of the Department of Church and Community Planning, Lutheran Council in the United States of America.

ACLA CITATION 1967

For outstanding contribution to the improvement of rural life

W. H. STACY

W. H. Stacy, extension rural sociologist at Iowa State University, has been a member of the university staff since 1917 with the exception of short periods when he was granted leaves of absence to do graduate work and to serve with other institutions and agencies.

He joined the staff in 1917 as assistant emergency demonstration agent during World War I and later served as assistant county agent leader. He was appointed extension sociologist in 1922. He served as chairman of the Extension Committee of the Rural Sociology Society in 1927, 1940 and 1947.

As extension sociologist he has worked with leaders of local organizations and church to advance rural and community life programs. Stacy has given particular attention to community councils and ways of correlating the endeavors of those who seek to develop better living by democratic methods. He has been instrumental in the formation of the Iowa Christian Rural Fellowship, the Iowa Association for Adult Education and the Iowa Council for Community Improvement.

In 1930, Stacy served for 10 months as field secretary of the American Country Life Association. In 1926 he made a study tour in rural Europe under the auspices of the Country Life Association and the Division of Rural Life Studies of the U. S. Department of Agriculture. He worked in Germany three months in 1952 as adult education specialist on programs related to rural social problems. He also has served for short periods on summer session and workshop facilities of Furman University, Greenville, South Carolina; the College of Agriculture of the

University of Nebraska; Purdue University, and Garrett Biblical Institute.

Stacy is a member of state, regional and national societies in the fields of adult education, sociology and church work. He served as delegate to the National Study Conference on the Church and Economic Life in 1950 and as member of the program committee for the National Community Conference in 1956.

He was graduated from Iowa State University in 1917, received his master's degree from Cornell University, Ithaca, N. Y., in 1922 and his doctor's degree from Columbia University, New York City, in 1935. Stacy is a member of Delta Sigma Rho, forensic fraternity; Alpha Zeta, agricultural honorary fraternity; Phi Delta Kappa, educational honorary fraternity; Alpha Kappa Delta, sociology honor society; and Epsilon Sigma Phi, agricultural extension service fraternity. He received the latter organization's certificate of recognition for outstanding service to his field of work in 1947.

After retiring in the summer of 1959, Stacy worked two years in Korea as a member of the Near East Foundation team of advisers for leadership training in rural community development. More recently he has been associated with the Iowa Adult Education Association as historian, chairman of its Task Force committee, 1963-65, and president, 1966-67, receiving its annual Achievement Award in 1963 "for outstanding service and contributions to adult education." Similar recognition was granted in 1967 by the Missouri Valley Adult Education Association which he is serving as editor. Since the fall of 1963 he has been presenting monthly "Special Feature" contributions on "The Challenge of Continuous Education for Post-Career Planning" for the WOI Sixty-Plus network program.

A native of Mitchell county, Stacy was born and raised on a farm. He is a graduate of Osage High School. He is married and the father of two children.

PRESIDENTIAL ADDRESS: QUALITY LIFE IN THE COUNTRYSIDE— HOW CAN IT BE ACHIEVED?

By Gertrude Humphreys, State Extension Demonstration Leader (Retired), West Virginia University

The theme of this conference is in line with the ideals and purposes of the American Country Life Association from its beginning. The word *achieving* connotes progress, moving forward and upward—accomplishing something truly worthwhile. *Quality life* infers high standards in one's actions, in one's attitudes toward life and toward people in general; a concern for others, and the best possible use of one's time, talents, and abilities In all of its programs and activities, the American Country Life Association has given great emphasis to human values and resources; this year's program is no exception.

Also, attention has been, and continues to be focused on the *countryside*, even though in most cases there is little resemblance between the rural community of 1919 and the countryside of 1967. The community in former years usually referred to a rather small geographic area of contiguous neighborhoods, whereas today it may encompass an entire county or a multi-county area where the people have common situations, problems, and interests.

In this conference many different ideas, viewpoints, opinions, and definitions will be presented to describe quality life in the countryside. One important purpose of the conference is to exchange ideas and to stimulate thinking and discussion that will lead to individual and group achievements; hence, the *how to achieve* must not be overlooked. It is important also in our discussion that we keep in mind the various levels of living that exist today and the stages of development of people and of communities. Today's countryside includes people who live in the most remote rural areas; in progressive agricultural communities; in small towns, in larger towns; and in the fringe areas of cities. Life varies in each area according to the income, the education, the abilities, values, and goals of the people living there. However, there are some groups of families who are victims of circumstance with little or no control over the conditions under which they live.

Not to be overlooked is the part of the countryside which includes communities of families who have little or no education; families who are not identified with any church, or with any kind of organization; families living in run-down houses and with too little food and clothing for health and comfort. They have no

books, magazines, or newspapers, and their horizon is limited to the neighborhood in which they live. It is more than likely also that the community in which these families live has no facilities for recreation or other group activities, few if any local organizations, and probably only a part-time minister.

At the other extreme, one finds in today's countryside communities of well-educated families living in modern, well-equipped homes, and with sufficient income to buy whatever is needed for the family. They may be active in the local organizations, may give personal and financial support to the church, and help promote programs for the benefit of the community as a whole. If their social and educational needs are not met locally, they go to the nearest urban center to attend concerts, lectures, forums, plays, and other cultural or entertainment events. They may even hold themselves entirely aloof from the local community.

In between these two extremes are the farm families, the part-time farmers, the business and industrial workers, and other middle-income families who live in the open country or in small towns. Most of these families have comfortable homes and enjoy what is considered a good level of living. They may or may not be identified with the local church, the P.T.A., or other organizations in the community. But for the most part, they feel they "belong" and do what they can for the improvement of the community. They are known as "good citizens."

Significant Trends Are Developing

As consideration is given to these different kinds of families and communities and the ways in which they may be able to achieve for themselves a more satisfactory way of life, it is necessary to be aware of some of the nationwide developments and trends that have or will have a significant influence on the lives of all people in the countryside. Examples are the spread of urban ideas into rural areas, the Human Rights movement, automation, the changing role of the family, and the impact of ideologies such as Communism.

It is a generally accepted fact that Communism is a constant threat to freedom-loving people everywhere. In our own country, it is necessary for informed citizens to be ever alert to the methods by which it infiltrates the minds of unsuspecting youth and adults —usually those whose lives are unproductive, dull, or lacking the necessities of life. To them it seems to give a ray of hope.

The Human Rights movement, in its effort to assure to all peoples the rights to which they are entitled as citizens of a democracy, has resulted in untold hardships to innocent people, also destruction of property and even loss of life. Progress is being made, but large numbers of families and communities con-

tinue to be harassed as they strive toward the goal of equal rights for all citizens.

As urban ideas have permeated far beyond the city limits into suburban and rural areas, many families have faced difficult problems of adjustment. It is felt by these families that the urban values and goals are in conflict with those which have been basic to their way of life. This usually results in a lack of understanding between the older generations and the young people who eagerly accept new and different ideas. Progress in the community is impeded until steps are taken to develop a better understanding between the citizens who have conflicting ideas and values.

Family Role Is Changing

Another influence of paramount importance to society in general and to quality life in the immediate and distant future is the changing role of the home and family. From pioneer days until the first quarter of this century, the "good" rural home stood as a symbol of democracy in action—as a complete social and economic unit. It was the place where children were taught to respect the rights of others, to respect authority, and to share the responsibilities as well as the privileges of the home. They learned to work together to attain the family's goals, and the family as a whole had a concern for and interest in the goals and ambitions of each family member. It was the place where character was developed.

Much of the life of these families revolved around the church and the school. They looked to the church for spiritual guidance and strength and gave loyal support to it; but it was in the home, through the example and influence of Christian parents, that religion became a vital part of everyday living. It was there that each child established his own moral and ethical code by which his future decisions and actions would be guided. In other words, the children from this kind of home were prepared for useful citizenship and for further progress toward quality life.

Also, there was a "closeness" to the school. The family felt a responsibility for working with the school board and the teachers. Many community events were held through the joint efforts of the school and its patrons. There was a mutual concern for the children's education. Does a similar concern exist today?

Modern technology and urban ideas have changed the role of today's families. The increased availability and use of modern equipment, appliances, and furnishings have freed the homemaker of much of the routine hard work of housekeeping and caring for her family. Also, the increased cost of living, the desire for modern equipment, appliances, and other housing improvements;

for maintaining a level of living in keeping with that of neighbors and friends, or perhaps to provide funds for the education of the children—these and many other reasons have led more and more homemakers into gainful employment away from home.

In the employed homemaker's home, the mother is away most of the day. No longer do members of the family have an opportunity for daily work together, for the sharing of rich experiences that bring a sense of achievement or an element of creativity, even of self-discovery, to each child. Then, too, the many organizations and extracurricular activities of the school have such a drawing power on the family members that it is a rare occasion when the entire family has an evening together at home. Many a home has become a sort of service station where each member finds only the personal satisfaction of food, clothing, and shelter.

On the other hand, large numbers of intelligent, conscientious parents are striving to have companionship with all family members, and to help each child develop his own talents, abilities, and personality traits. These parents are working against odds to inoculate their children with the principles and values basic to living on a high moral, physical, and intellectual plane.

Science and Technology Change Outlook

The new developments in the whole field of science and technology are beyond the comprehension of the non-scientifically educated mind. However, through the various news media, most people have become familiar with words such as electronics, atomic energy, nuclear power, automation, computers, cybernetics, and the terms used in connection with the exploration of outer space. These words and ideas often slide off one's mind as happenings in an unknown but mysterious and fascinating world.

Remote as much of this may seem to the lives of families in the countryside, these new developments affect, directly or indirectly, the people in all social and economic categories regardless of where they live. And it is only the beginning!

Automation is a familiar word associated with automatic machinery, with machine power and skills. We often think of it in terms of the machines that replace men in the mines, in industry, or on farms. Another device which has practically mushroomed into use by business, government, educational institutions, and others is the computer. This "almost human" device can analyze and interpret complex data so quickly and accurately that it is considered a necessity by its users.

Much of the business of the modern world calls for the use of automation and computers. Their combined use has led to the coinage of a new word—cybernation. Many people are now

speaking of this period in our country's growth and development as the age of cybernation.

Just what are some of the implications of cybernation today? Unquestionably it is a means of reducing costs and increasing productivity for business management. It helps government to process and understand the rapidly increasing masses of numerical facts about the states, the nation, and the world. Hence, these facts are available for use by the public much sooner than formerly. Also, the findings of research can be applied before the facts on which the findings are based become obsolete.

A major problem facing us is unemployment, at least temporary unemployment as a result of cybernation. Large numbers of so-called blue collar workers in industries are being displaced. Many service industries are becoming self-service as a result of cybernation and thereby eliminated. Continued indifference to personalized service may lead to the further reduction of sales clerks and other service occupations. Even positions of middle management in business are being eliminated.

An increasing concern for displaced employees has led to concerted efforts by business and government to train them for other jobs, particularly those created by cybernation. However, most of the uneducated and the unskilled find it difficult to adjust to a new environment and to become qualified for the new positions.

The greatly increased leisure resulting from unemployment and shorter hours of work by large segments of the population is likely to present serious problems, especially for those persons who have not developed any special interests or abilities beyond their regular jobs. Meaningful leisure calls for mental stimulation as well as for physical activity. Thus educators are challenged to provide for the individual the kind of education that will develop his inner resources for living his own life.

Further problems related to cybernation which families and groups interested in quality life may wish to consider are:

- What should and can be done, locally, state-wide, or nation-wide to help human behavior and achievements to keep pace with the rapid technological changes —with cybernation?
- Assuming that cybernation is here to stay, how is it likely to affect the lives of families in the countryside 20 years hence?
- What changes should be made in the education of youth? Of adults?
- What should be the attitudes toward training for particular occupations, and for use of leisure?

Concern for the Individual Comes to the Fore

Fortunately, not all influences and trends are on the negative or doubtful side. Styles, fads, prevailing ideas, and movements seem to occur in cycles. Science and technology held the national spotlight following sputnik. Now it seems that there is a more general realization that the scientific and technical advances are means to an end, not the final objective. In other words, people of intelligence, vision, and sound judgment have a growing concern for the human being and his opportunities for personal growth and development. But has it been activated to the extent that the individual today is being inspired and prepared to live in a scientific world?

One striking evidence of this concern is expressed by Congress through the passage of legislation which is intended to improve the quality of life at all social and economic levels. Acts regarding poverty, economic development, and vocational technical education are directed toward the unemployed, the handicapped, and others in need of training for earning a living. The legislation for better housing, for beauty and order in the countryside, regional development, and general education make possible better opportunities for progress toward quality life.

The Higher Education Act, Title I, gives recognition to areas of great concern to families living in the countryside. *Land use* becomes a more perplexing problem each year. Many counties and communities cannot adjust to modern living until there is a revision, an up-dating of *local government* to meet current and future needs. *Health services* and facilities are sadly lacking in the areas where the need often is greatest. *Opportunities* for youth are too limited, and in many places there is a dearth of *recreational facilities* for people of all ages. These are examples of the problems toward which the legislative act is directed.

One of the many ideas presented at this conference for achieving quality life in the countryside undoubtedly will be related to the family's income. The importance of economics cannot be questioned. Unless families have an income sufficient to provide for more than the basic physical needs, it is almost impossible for them to achieve quality living.

But as a matter of fact, it can happen that families of wealth living in the "best" neighborhoods may fail to achieve the really important values in life.[1] A study made in the schools in a suburban area of the attitudes of the children, their parents, and teachers showed that the central values were "cleanliness and order"; that the appearance of people is the measure of their worth; also, things and possessions are the goals of the children; and the "parents and children are self-centered and materialistic."

If this study reflects similar situations in other areas, it is food for thought by parents and educators.

Even though the role of the family has changed greatly, it is the considered belief and conviction of many of our citizens that the home continues to be the best place for establishing in the lives of children the values basic to high standards of conduct and of good citizenship throughout life. J. Edgar Hoover has stated repeatedly that the increase in crime by youth is due largely to broken homes and to parents who fail to instill in their children honesty, integrity, truth, respect for authority, and other values by which their lives may be guided.

Along with the influence of the home is Education with a capital E! In preparation for the child's future education, the foundation is laid in kindergarten, in the Head Start program, or training by any other name for the pre-school child. Fortunately, much greater attention is being given to schooling through the grades and high school. Also, it is more generally recognized that if young people are to be prepared to earn a livelihood and live a good life in the age of cybernation, their education must be intelligently planned and diligently pursued from early childhood through the adult years.

Also, the time is now, it seems, for the further education of adults, particularly the parents of young children and adolescents. There will be a continuing need for further training of adults in the labor force and for the retraining of those who are displaced by cybernation or other developments. Not to be forgotten are all of the persons who are unemployed or retired or seemingly have no real purpose in life; for them, special educational courses and programs can change boredom into quality living.

It must be admitted that quality life is difficult to define and even more difficult to attain. Some would say that it depends largely on one's heritage—the nationality, education, customs, beliefs, and standards of the parents and grandparents. Others feel that it is influenced more by cybernation, by the national economy, by the acts and decisions of the legislative, executive, and judicial branches of government. Also, by the many social, economic, and political forces at work today.

Many teachers and leaders of youth groups are still convinced that the home has the greatest influence. They feel that if parents provide the kind of home environment in which each child has the opportunity, the example, the encouragement, and inspiration to develop his talents and abilities—to be himself at his best—he will imbibe the principles which are basic to a good life for himself and to useful citizenship in his community and country.

It seems important, therefore, that groups and organizations such as the American Country Life Association give continued

emphasis to the human element in the countryside; to the promotion of educational programs which strengthen family life, which help individuals and groups to use the knowledge available as the basis for wise decision-making in the home and in the community. A big step toward quality life in the countryside will have been taken when all citizens give a higher priority to human values.

FOOTNOTE

[1] Alice Wiel and Edwin Kiester, Jr., *The Shortchanged Children of Suburbia,* The American Jewish Committee, Institute of Human Relations Press, New York, N. Y.

WHAT IS QUALITY LIFE—
CONFLICTS IN VALUES

By Ronald C. Powers, Associate Professor of Sociology,
Department of Sociology and Anthropology,
Iowa State University

INTRODUCTION

Very few requests to appear before a group have caused me more difficulty than this one. Several times I wanted to take literary license and dismiss the assigned title and talk about something that was comfortable and familiar to me. But I could not; partly because this topic was central to the theme of the conference and mostly because I feel strongly that the question of quality life is one that should once again be brought into active dialog. Several of the other participants on this program will also face the task of specifying quality life—or at least assuming certain characteristics. It should be instructive to see how this difficult task is resolved by all of the speakers. Moreover, your discussion sections which are to follow this presentation should find it stimulating to see what each group member defines as being necessary to achieving quality life. Part of my assignment, as I see it, is to start the thought process about the concept of quality life. Certainly I have no intention—nor the capacity—to try and be definitive about quality life.

Because I found the attempt to outline the components of quality life so difficult, I have decided to reveal the various thought paths I found myself using as a means of setting your own thought processes in motion on this subject. I suppose if I were completely honest I would have to say that I am also looking for a bit of sympathy for my inability to cope neatly with the assignment.

In the beginning, I knew what quality life was and I was confident that I could specify most of the value conflicts which served as barriers to achieving it. That is, I knew what quality life was until I tried to write it down. As I began to think of various components I soon realized I was mentally adrift in the sea of relativity. Many of the items I thought necessary to achieving quality life are instead a set of personal wants born of my particular socialization process. For example, not having the opportunity to fish and hunt would seriously depress my quality of living. So would the absence of good stereo or hi-fi equipment on which to listen to Al Hirt or Pete Fountain—though if opera were all that was available I could probably survive without detracting appreciably from my quality of life.

At this point I tried another tack. I tried listing very general criteria: freedom from bodily harm, freedom to worship as I choose, freedom to express my ideas, and freedom to develop my full potential. Certainly these freedoms would seem to be necessary conditions for quality living, but hardly sufficient. These freedoms seem to constitute a "pull" theory in the sense that it allows people to do things but it does not require them to do anything. Does achieving quality life in a society or community also require some "push" theories which make people do some things? One such "push" theory is expressed in such prescriptions for living as, "wise use of leisure time," "consuming judiciously," and the like. If we were all of the same moral and ethical fiber these would be valuable guidelines—but they are a bit too demanding and dogmatic for my taste. What is the responsibility of the individual to the group, and vice versa, as we attempt to reach the goal of quality living?

A little reflection on the statements made by numerous people during the discussions we have had this last year on the changing community called to mind the tendency to equate quality living with such concepts as "styles of life," "way of life," and the "good life"—all of which, it seems, are the exclusive commodity of persons living in the open country. The rank order of quality life as reflected by the audiences we have met with would appear to be: (1) farming, (2) living in open country but not farming, (3) living in a small town, and (4) living in cities.

The equating of quality life with the "good life" in farming does not seem very fruitful since I would assume that even if farm living were the best quality living, certainly there are gross differences in the quality of living within the category of farming. Moreover, having personally experienced three of the four residence categories noted above, I cannot accept the order.

At this stage of trying to grapple with the task of defining quality life—and having lost at least two out of three falls—I made a literary blunder and a scientific discovery. I started asking people the disarming question, "What would you say is quality life?" It was a literary blunder because it complicated my job as I tried finally to incorporate their responses into this discussion. It was a scientific discovery because I found that in my sample of ten people—non random of course—about the same process was revealed. First there was the "well anybody knows that" stare, followed by a fair amount of mental stumbling and a final frustrated gasp about how this was "an ambiguous question and one that would require a great deal of thought, besides what did I mean when I said quality." Indeed it does require thought.

Having asked a number of people to help me answer the question, searching the literature and reading through several previous

ACLA conference proceedings, I began to appreciate the personal philosophy of August Comte, the acknowledged father of sociology. Comte was said to have practiced "mental hygiene" which meant that he never read anything else because it only cluttered up his own thought processes.

I am sure this diary of my mental activity in approaching this presentation has gone far enough—hopefully you have become engaged in the spirit of the task and have begun mentally to note the "must" items which you believe would provide a quality life.

An Approach

The framework I am going to use in attempting to explicate the concept of quality life is that of NEEDS: *individual, community* and *society*. As loose as this approach will be, I believe it will enable some approximations of the changes needed in the countryside to achieve quality life. Having done this it will be instructive to note some of the value conflicts standing in the way of achieving this objective. Some of the value conflicts are related to ends, others to means. Though not mutually exclusive, there are some value conflicts born of beliefs—those things which people "know" to be true about the universe around them—which are either erroneous or still untested.

Individual Needs and Quality Life

There are several theories of individual needs, but one that seems useful for our purpose is that of Maslow.[1] Maslow's hier-

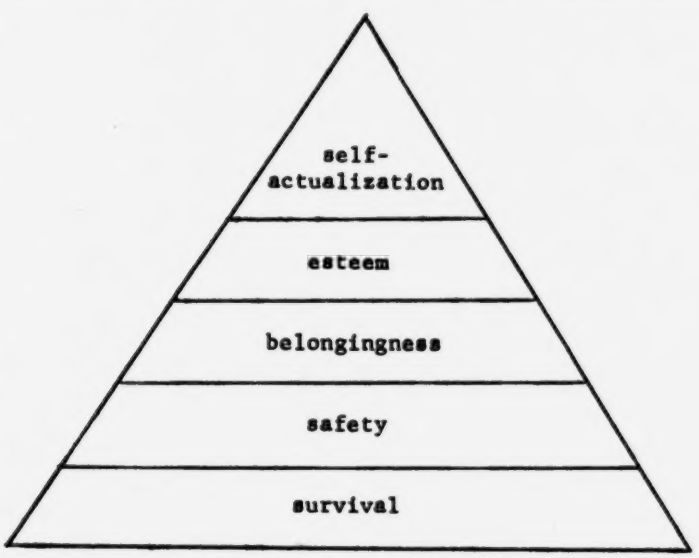

Figure 1: Hierarchy of Individual Needs

archy of needs (Figure 1) moves from the most potent to the least potent. *Survival* is the most potent and means that man must first meet his basic physiological needs such as hunger, thirst, sex and shelter. This is followed by *safety* needs which insure a semblance of order and well-being for the individual. This is often referred to as the need for security. Then there is a need for *belongingness,* which is the opportunity to interact with others in the "total and intimate way" represented by the family. The need for *esteem* or recognition follows. Many have argued that this is one of the strongest needs or drives in man. Certainly a review of the award systems in our organizations would support the attempt to fulfill this need. Maslow's final need is to *"self-actualize," i.e.,* to realize one's full potential.

This cursory review of individual needs: survival, safety, belongingness, esteem and self-actualization, would seem to suggest certain minimum requirements for quality living. That is, an individual in a market economy such as ours must have the opportunity to obtain his basic physiological needs through the sale of labor. If virtually all his time is spent fulfilling the physiological needs it is obvious that little if any of the remaining four needs can be met—except as the work situation comes to fulfill them. An individual with limited intellectual capacity (mentally retarded) has the same needs as others, but the means of fulfilling these must be adjusted—indeed I would argue that such persons not be subjected to the market economy. Because of limited intellectual capacity his activity may be contrived in such a way that most of his physiological needs, safety, esteem, belongingness and self-actualization are met at the same time.

We are suggesting that an individual who can obtain all the physiological requirements along with the safety, esteem, belongingness and self-actualization opportunities that he can absorb has achieved the maximum on the scale of quality life. What restrictions, if any, are necessary as to "amount" of each of these needs an individual can receive is a question of available resources, group values and ideology. We shall have to return to this issue later.

These individual needs can be translated into activities, organizations and institutional arrangements. Indeed, the concept of planned communities—Green Valley and Casa Grande, Arizona—is based on the notion that individual needs can be translated into rather specific physical, aesthetic, social and economic forms. Some of the problems which arise in planned communities testify to the imperfection in the translation of needs into concrete and steel, but the basic principle of this relationship to individual needs is largely unchallenged. The problems, I would venture, stem primarily from an inadequate understanding and knowledge of the

learned and accumulated needs of people (which result from the socialization processes) as opposed to the basic needs.

A crude but illustrative translation of the individual needs into the three-dimensions of lifespace suggests a list somewhat like the following—where we assume a total age range of population:

1. Jobs from which physiological needs can be directly derived or the output can be exchanged for those needs.
2. Social machinery which transmits knowledge and understanding to new members so that they can perform the jobs available in the society.
3. Social machinery which can help insure safety needs.
4. Some kind of group, or "family" arrangement, which will fulfill the belongingness need. The monogamous, nuclear family system of the United States is only one possibility.
5. A system of symbols and rituals which provides esteem along with differential rewards for differential performance.

Put differently, if we find a population *without* the means of *satiating* these individual needs—constrained only by near universal values and resource limitations—we have located a population where quality life has not been achieved, albeit it may be somewhere on the scale from sufficient to achieved.

Community Needs and Quality Life

Turning from the individual's needs to the needs of many individuals organized in some socio-geo-economic space, it should be helpful to define the needs, or requisites, of a viable community. A viable community would be one that affords the individual the opportunity for quality life, *i.e.,* to meet his needs.

Roland Warren[2] has suggested a set of locality-relevant functions, *i.e.,* functions which must be fulfilled where the people are. Of course the geographic space necessary to achieve these functions may vary over time, by function, and by location. The logic of this is outlined quite sufficiently in Eldridge's[3] presentation at last year's conference regarding the "larger community." Warren's five locality-relevant functions are economic, socialization, social control, social participation and mutual support.

Economic. The economic function means that job opportunities must be available. The number and kind of jobs must afford the individuals holding them the opportunity to meet the individual needs outlined above. If there are more people than jobs or vice versa within the locality, then mobility is required.[4] This may be

a mobility of labor through a permanent move or commuting—or the mobility of jobs to where the people are.

If the jobs are low paying or far removed from the people, this may impede their opportunity for quality life in several ways. Low paying jobs may not allow more than the physiological needs to be met. If many hours are committed to work, there may not be an opportunity to maximize belongingness or esteem needs. If a person must commute two hours each day this may have the same effect. Thus we start to see an equation for quality life which depends in part on the individual involved and the factors related to economic opportunities. What additional factors are there?

Socialization. The socialization function is related to the transmission of knowledge for "earning a living and living a living." In order for communities to continue, new members must become aware of the norms, values, ends, and beliefs. The chief instruments of socialization are the family, peer groups, school, church, and voluntary organizations. The socialization functions must also be capable of preparing the individual to utilize his and the society's resources to meet his individual needs. Thus a school that does not tap his full capacity and prepare him for the kinds of economic opportunity that will be available in the future is at least partially denying him the opportunity for quality life. The school may also have the obligation to develop his social aptitude so that he can, and will, join and participate in groups which will fulfill his needs for safety, belongingness, esteem and self-fulfillment. In a similar vein the role of churches and organizations in the socialization function could be explored.

Social systems—a community is a social system—require some commonality among its members. While man is born with the needs we have specified, the means by which these can be met are a product of the beliefs, ends and norms of a system—individuals can only acquire these if the socialization function is adequate. The need for changing the socialization function (both in terms of process and content) over time is a result of the changes in and adoption of the available technology. More about that later.

Social Control. A third need of the community, indeed any social system, is for social control. This is the process of insuring conformity to the norms of the system. Furthermore it is the means of regulating, administering and ordering the relations among men. Examples of social control mechanisms are: city council, police force, executive board, voters, and customers. The role of social gossip as a social control mechanism is well-known though the decline of the "party line" and face-to-face groups has decreased its utility. Social control is necessary as a means of insuring each individual maximum opportunity to realize

(satiate) all his needs without detracting from the opportunity of other individuals. Social control mechanisms are a kind of rationing device in those instances where resources are limited. Thus a conservation commission imposes daily bag limits and length of season to insure that all who want to hunt have a reasonable opportunity to fulfill their needs. On the other hand, the customers themselves control the output of a particular make of car by the extent of their demand. The policies and decisions of politicians are "controlled" by the voters.

In short, there is a need for developing and maintaining order among men. In the case of publicly supported social control mechanisms such as county government, municipal government and its various sub functions, we are particularly concerned with the efficiency and effectiveness of operations. Pressure here comes not from the profit motive of the manager but from the voter's "citizenship intelligence and concern." Failure of such mechanisms to respond to changing conditions means that resources are being used which could be directed toward other activities that would increase the satisfaction of individual needs, *i.e.,* quality life.

Social Participation. Another requisite or need for a viable community is the provision of social participation experiences which will fulfill individual needs *and* at the same time provide a way of fulfilling other community needs. Thus a Kiwanis Club of sufficient size and scope of program can fulfill the several individual needs of its members while also obtaining the resources to build a boys' club which would serve a socialization function as well as fulfilling the individual needs of the youngsters.

As a result of changes in transportation and communication, the selection of social participation activity has shifted from a locality base to an interest base. Thus many individuals in a community may participate in activities which are extra-community in orientation as well as location. This tendency, which is quite prevalent, creates the situation where the horizontal integration of the locality is weakened to the point that considerable difficulty is encountered when community-wide decisions and action are necessary. Thus the coordination and cooperation necessary for the development of a community center, park, hospital and the like becomes more difficult as people expand their area of interaction and choose special interests. A concommitant development is the linking of local groups to a vertical network or hierarchy. One result of this is the loss of autonomy and freedom of action by each local unit. Certain local health organizations cannot participate in United Fund drives because of national policy, as just one example. It should be mentioned that on the positive side there is the gain of expertise and some standardization of efforts—a point not to be forgotten in a mobile society where people move from one system to another.

Given the primacy of maximizing individual needs, a socio-economic geographic area which encompasses a population that cannot provide social participation experiences to satisfy individual needs and contribute to the fulfillment of community needs would be defined as an inviable community—and one where quality life cannot be achieved. Several possibilities exist for correcting this situation. One would be the combining of small or otherwise inadequate units into one that can fulfill individual needs within the locality. Another is the combining of units from separate localities, *i.e.*, the larger community.

People that are mobile will move to the level of social participation which will fulfill their needs. For those people who cannot be mobile, the quality of social participation needs to be improved where they are.

Mutual Support. The final community need is the provision of mutual support. This need is a recognition that all people are not equally capable of achieving their needs and that in a dynamic society persons may find themselves in a disadvantaged position through a series of circumstances which they cannot control. A man who was an expert soft coal miner may become seriously disadvantaged when this occupational role disappears. A mother of three small children may become seriously disadvantaged when her husband is killed and she must fill both parental roles. The dimensions of mutual support (welfare) are many and cannot be explored further here. The failure of the community, or society, to respond to the persons who are disadvantaged means a cost to individuals, community, and society which can be stated in terms of various social problems: crime, divorce, suicide, disease, and delinquency. However put, it is related to quality life. If people have the potential to be productive in our society, but are not because they never were socialized, they not only cannot satiate their individual needs but to some extent they are detracting from the opportunity of others as well.

In sum, the community functions of economic opportunity, socialization, social control, social participation and mutual support are an expression of individual needs. Community, after all, is a particular way or organizing human interaction. The community must be dynamic, changeable in form and content in order to continue the provision of individual need satisfaction in the face of the continued changes in society which are propelled by technological development.

Society's Needs and Quality Life

The society has all the functional requisites of the community, and more. Its economic opportunity is often translated into a statement of employment levels and GNP. The increasing inter-

dependency within the society, coupled with the unevenness in the development of localities, plus the unequal distribution of natural resources increases the pressure for total societal units (federal government and/or nationwide private groups) to assist localities in their attempts to fulfill the five functions outlined above. Moreover, the changing of resource combinations which are efficient means that it is not just a collection and dispensing of resources by a national level unit which is needed, but systematic planning as well.

The Value Conflicts

The enumeration of value conflicts is not particularly difficult, albeit any listing may not be mutually exclusive or mutually exhaustive. What is difficult is any attempt to rationally state the resolution of the conflicts. Value conflicts may occur for one or more of the following reasons:

1. A disagreement because of differing *beliefs, i.e.,* what each individual "knows" to be true about the universe around him.
2. A disagreement about the *ends-in-view,* even though the individuals share common beliefs.
3. A disagreement about the *means* of achieving the ends-in-view, even though the individuals share the same ends and beliefs.

Beliefs are born of the socialization process and vary because of the historical "melting pot" origin of our society, along with the variations caused by resource differences and the speed of adopting new technology. Given the opportunity for everyone to "know" the same things, we accept certain principles of decision-making in the polyarchial nature of our society. Majority votes, individual giving and customer demand are examples. On the other hand, some of these principles are being challenged and changed too—the reapportionment issue being a noted example.

I would like to list a few of the value conflicts which are being encountered in attempts to "increase total human satisfaction (quality life?) through a fuller use of resources." To put them in context I will list these under the five functions or requisites of a viable community. Some value conflicts apply to more than one function. Certainly every conflict does not occur in every community.

Economic. In most rural areas, the usual case is a declining population due to changes in agriculture. To counteract this problem, community leaders may form an organization aimed at bringing new industry to the community. Frequently there is a lack of wide spread support for these efforts. Some common value

conflicts are: fear that new industry will bring higher wage rates to the community, a fear of unions, a concern over the "kind" of people that will come, the kind of industry, the possibility that increased population will stimulate pressure for added community facilities such as schools, sewers, streets, and the like.

Socialization. Schools are the most frequent center of controversy regarding the adequacy of the socialization function. There are several value conflicts in this area: local control versus state and/or federal, loss of a facility in a community center versus better quality (or at least breadth) of education, and public versus private cost of transportation. There are many pronouncements that the loss of the school will deal the final death blow to a town. As a point of clarification, schools were built to serve the needs of people through teaching them skills and abilities along with values and attitudes. They were not primarily developed to maintain a local economy. Schools came after people—not the other way around.

When families do not provide for their children or do not perform the socialization function well enough to prevent delinquency, crime, and the like, it appears that this function should be taken over by institutions or foster homes. A substantial value conflict emerges regarding the extent to which community has a right to intervene in families *before* an act has been committed which clearly violates the norms.

Social Control. Much current activity points to the adoption of the "larger community"—which usually means the inclusion of several community centers. This larger community does not conform to legal jurisdictions established prior to the breaking of the "oat barrier." The value conflicts here include: conflict regarding the forms of taxation which will be equitable, disagreement about the economies of scale regarding population/cost ratios for various public services, conflict regarding the locus of decision making and the kind of representation needed to preserve the basic tenets of democracy. Some individuals argue the case for preserving current forms of social control as a means of maintaining identity and personal contact. It would seem that the identity and personal contact, *i.e.*, belongingness need, could better be attended to under the function of social participation where interest rather than locality is the motivator.

Social Participation. As the population in a rural community declines it is selective in the age groups decreasing the most. The aggregate effect of many individuals leaving is the gradual decimation of various groups: churches, youth groups, service clubs and fraternal organizations. Though unspecified—and this is part of a general problem—there is a relationship between size of group and the degree to which both *individual* and *community*

needs can be met. The implications are that some groups should dissolve, some should combine within the locality center and still others should merge with like groups in other population centers. Value conflicts arise around: maintenance of identity versus increased program opportunities, whose building or hired personnel should be given up, and the like.

Mutual Support. Whatever one's politics, evidence can be presented to support the thesis that much federal social legislation (EOA, Higher Education, Social Security, etc.) has been developed because of human needs which are not and cannot be resolved with the resources of individuals or localities alone. The most discussed and least understood categories of mutual support are the disadvantaged people. Arguments abound regarding the criteria of disadvantage. Following our notion here of individual needs and quality life, any person who could not satiate his individual needs within the agreed constraint would be disadvantaged. Thus, disadvantaged is not a single category of people, but rather like the "miscellaneous" section of the file on humanity. There are many conflicts regarding: who should receive assistance, at what level, in what agency should this assistance be controlled and how much help should be given. Guaranteed minimum income schemes and family allowance programs are confronted by arguments on decreased incentive, for example.

As an overall reflection on value conflicts in the countryside I would like to make a few additional observations. There has always been a central value orientation in American society concerning the importance of the individual. I believe this is still the case. However the magnitude of adjustment problems that occur in declining rural communities has subverted this value in a curious way. I mentioned it in regard to schools where people resist changing the school organization because of the impact on the *economic* base of the community, rather than asking about the adequacy of the *socialization* of the individuals involved.

In like fashion, we admonish those who would search for adjustments in churches, local governments, and voluntary groups because it will chip away at the *economic* base. The value for individualism is subverted because we worry first about the maintenance of a collectivity of people and a set of man-made institutions rather than about the needs of individuals.

A second observation concerns two hopes being echoed around the country today. One is that American agriculture will undertake to feed the world and thus set the stage for the millennium in agriculture—somehow making all rural communities healthy. The other hope stems from the possibility of implementing population balance policies which would encourage the development of cities of 300,000 to 500,000 throughout the country. Both of these

hopes, which are seen as counter-trends for many, many rural communities—even if they come to pass—are like a piece of driftwood at the scene of an ocean liner which has sunk with all life boats on board. It will not relieve the need for adjustments, the phasing out of some towns as they are now constituted, and it will not return the emphasis of achieving quality life to the individual as the point of departure.

Summary

After pursuing several alternatives for discussing quality life and value conflicts, I chose the framework of individual needs and the needs for viable communities to suggest what quality life is. The main thrust of the argument is that quality life for an individual would be the freedom and opportunity to satiate these needs within the necessary constraints that must be applied so that one individual's opportunity is not deprived by another. Satiation of needs is the ideal for the individual. Constraints on resources and permitted deviation will determine the amount of quality life which can be achieved.

People live together in social interaction fields we call communities which change in spatial dimensions over time because of technological developments. Communities, and the subsystems of a community, are organized to assist individuals in realizing their individual needs. While there has always been an aridness in that the real did not correspond to the ideal, the rapidity of change in the last two or three decades has created serious imbalances in numerous instances, to the extent that substantial numbers of people are denied the opportunity to meet their individual needs because the social institutions which are the mechanisms for meeting these needs have not changed. The change of institutions disturbs certain human relationships and may decrease the quality of life for some—at least in the short run.

Full knowledge of the nature of man is not yet available. These two factors—the short run effects and inadequate knowledge of man—give rise to conflicting positions regarding the *ends-in-view* change as well as the *means*. Where value conflicts are the result of erroneous beliefs there is a need to instigate vigorous educational efforts. Where value conflicts are the result of inadequate knowledge (for example, must man be identified with geographic space?) vigorous research must be instituted. Where value conflicts are the result of differential socialization processes but within acceptable deviation, the resolution may proceed through the social control of the ballot box.

In many instances, the systematic description of the value dimensions held by people regarding various changes would be instructive and useful to the people.

Finally, quality life, as I have approached it, may be achieved in the country, but not without changes in the current "ways of life" so often defended on the basis of nostalgia, which is the process of remembering the good things and forgetting the bad. A few years ago a man wanted to buy a 1949 car I was offering for sale. He offered me $25. I told him it was in better shape than that and that I wanted $100. He said that he just wanted it for nostalgic reasons. My response was that nostalgia is expensive—when referring to material goods we usually called them antiques.

Nostalgia about the "good life" of the countryside is also expensive. It is not an exact computation, but the cost shows up in low productivity, underemployment, high school dropouts, suicides, divorces, crime and mental illness. These same results occur in the city, indeed in all of society. Changes in our social institutions —some known and others yet to be discovered—are the only means of achieving quality life, which by the way I suspect is a verb rather than a noun.

FOOTNOTES

[1] A. H. Maslow, *Motivation and Personality,* Harper, 1954, New York, N. Y.

[2] Roland Warren, *The Community in America,* Rand McNally & Co., 1963, Chicago, Ill.

[3] Eber Eldridge, *Toward the Larger Community,* Proceedings of the 45th Annual American Country Life Association Conference, ACLA, 1966, Chicago, Ill.

[4] Of course mobility is not the answer if the total economy is in a state of unemployment.

THE PROBLEMS AND OPPORTUNITIES OF LEADERSHIP AND ACHIEVEMENT OF QUALITY LIFE

By Henry Ahlgren, Assistant Chancellor,
University of Wisconsin

I consider it a rare and wonderful privilege to have this opportunity to appear on your program today. Like the small boy who fell into a half-filled barrel of molasses when he was somewhat over-zealous in his quest for this particular delicacy, I would say now as he did then, "Oh Lord! Make me equal to this wonderful opportunity."

Or in a somewhat different vein, I hope I'm not in the same position as the young man in Iowa who was courting a farmer's daughter quite steadily. One Sunday afternoon, the farmer and the young man were sitting in the living room chatting about various things, when the young man suddenly said: "Look sir, I would like to marry your daughter. Do I have your permission?"

This took the farmer by surprise but he had enough presence of mind to ask: "Well, have you seen her mother?"

"Yes sir," said the young man, "I've seen her, but I still prefer your daughter."

The message I wish to leave with you this afternoon comes in four parts:

First, I'd like to say something about our heritage in the land we call America—and more particularly the people who shaped and fashioned it.

Second, I want to describe or characterize the world in which we are now living—its people and their hopes and fears—its resources—its educational, political, economic and social institutions.

Third, I will say a few things about the skills or qualities leaders must possess if they are to serve effectively and well.

And finally, I want to consider the resources which are available to us in developing leadership qualities and skills.

My own personal philosophy as it relates to the achievement of quality life is well expressed in an old Chinese proverb: *Give a man a fish and he will eat for a day; teach him to fish and he will eat for the rest of his days.*

Aristides, a Greek philosopher, also expressed it pretty well in 600 B.C. when he wrote:

Not houses fully roofed, or the stones of walls well-builded; nay, nor canals and dockyards make the city—but men able to use their opportunity.

THIS LAND WE CALL AMERICA—OUR HERITAGE

It has been well said that "we are the sum of all of our yesterdays." In developing this subject, I'm going to go back into our history books quite a long way. And from the pages of our history books we learn that in his long climb from bondage and caves and dungeons to eventual freedom and skyscrapers and democracy, man has demonstrated a capacity to develop skills which, together with courage, vision, willingness to try new things, faith, dedication and devotion, have enabled him to reach summits of higher and higher achievement and accomplishment. In fact, it is the very nature of man to look to the unknown for the challenges and mysteries it holds. The attraction and promise the unknown holds for each of us has been beautifully stated in words far better than any I could choose by Rudyard Kipling:

Something hidden
Go and find it
Go and look behind the ranges
Something lost behind the ranges
Lost and waiting for you.
Go!

Yes, people have always been looking for hills to climb and ways to climb them—hills that will take them over a course which will reveal the unknown and which, always hopefully, will lead to a richer, fuller, happier, and more rewarding life—to the mythical pot of gold at the end of the rainbow.

Our American culture and heritage are a direct result of a long succession of hills that had to be climbed, of challenges that had to be met, of unknowns that had to be mastered. Our history books are filled with the names of people who were willing to take them on. I will cite only one as an example. It has now taken its place as a treasured and important part of our history. It has to do with a sailing boat called the Mayflower and a small band of men and women journeying to an unknown future, an unknown land, where they dreamed of building a newer, freer life.

What, one might ask, was the motivating force that induced men and women from all stations of life "to pledge their lives, their fortunes and their sacred honor" to such a venture? Certainly the ship was small and frail. It hardly crawled over the seemingly endless sea. It wallowed in calms and was nearly smashed by storms. To the courageous little band the possibility of reaching land must sometimes have seemed remote. Often

they must have thought longingly of the familiar, comfortable things they had left behind. The future must at times have seemed dark, and the days through which they were living bitter with uncertainty and hardship.

They had no trail to follow—ahead of them was only the unknown. But the important point here is they did not turn back. And they did reach the new land. They and their descendants conquered a continent and built a new civilization, a civilization which guarantees to each and every one of us the right to a heritage as free men and women in a free and democratic society, where government is the servant of the people, and never their master.

The freedom they so eagerly sought was protected forever in just 55 words which were written into the Declaration of Independence:

> *We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain inalienable rights, that among these are life, liberty and the pursuit of happiness—that to secure these rights governments are instituted among men deriving their just powers from the consent of the governed.*

Under this system there was unleashed the greatest burst of creative energy the world has ever known. A great nation was built. A great and united people have established a powerful society. We have created for ourselves an abundance heretofore unknown anywhere else in the world.

And so today you and I, and all other Americans, are the beneficiaries, and what is perhaps even more important the custodians of a heritage which represents the hopes, dreams, and prayers of the men and women who created the kind of America we have. As we look back over their accomplishments and ahead to what we prayerfully hope will be a better future for all mankind, we can only say, Give us the hills to climb and the strength to climb them.

John Ruskin could very well have had them in mind when he wrote:

> *And as we build let us think that we build forever. Let it be such work as our descendants will thank us for—and let us think as we lay stone on stone—that a time will come when these stones are held sacred because our hands have touched them—and that men will say as they look upon the labor and wrought substance of them—see this our fathers did for us.*

There's an old saying to the effect that "what is honored in a country will be cherished there." Actually, our honored and

cherished American system of free enterprise is founded on spiritual values, not material values. We are the beneficiaries of a rich and valued legacy in the form of our Constitution and the Bill of Rights. These have endured as the supreme law of our land because they were prepared with thoughtfulness, honesty, foresight and a devotion to human rights and individual liberty. They provide the framework within which we build our ideals of liberty, freedom, tolerance and personal rights. Because of them ours is a land of freedom such as no other land has ever known, a land that has given us the right:

. . . *to speak our minds*
. . . *to assemble*
. . . *to worship as we see fit*
. . . *to vote and petition the government as we desire and believe to be right.*

They have given us a land where we can hold to the principle that every man has a right to a good education, to live where he pleases, to work where he wants to, to belong to organizations of his choice, to own property, to start his own business, to have equal protection under the law, to manage his own affairs, to succeed or fail depending on his own ability, to enjoy freedom and equality of opportunity.

They assure that we live in a land where each person has importance as an individual and where our laws express the conviction that all men are created equal. This is our political heritage. It assures that government shall serve each and every one of us as servant and never as master, as the protector of our individual rights and liberties, not as the provider. They guarantee each and every one of us the right to develop as free men in a free society. They are the "open door" to opportunity for the development of leadership and the achievement of quality life. They promise no guarantee of success or failure—only as illustrated so well in the following stanza on the right to succeed or the right to fail:

Isn't it strange that princes and kings
And clowns that caper in sawdust rings
And common folk like you and me
Are builders of eternity.
To each is given a bag of tools,
A shapeless mass, a book of rules;
And each must make ere life is flown
A stumbling block or a stepping stone.
You are the fellow who has to decide
Whether you'll do it or toss it aside.
You are the fellow who makes up your mind
Whether you'll lead or linger behind.

Whether you'll try for this goal that's afar,
Or just be contented to stay where you are.
Take it or leave it—here's something to do—
Just think it over,
It's all up to you.

Yes, ladies and gentlemen—the transformation of this continent from a primitive wilderness to the great nation we know today is the best example I know of problems identified and solved—or if you wish, opportunities identified and made the most of—by an enlightened leadership motivated by a burning desire to achieve a quality life. Through it all, one is impressed by the high value placed on individual initiative, free enterprise, teamwork, faith in God and country, in the family, and last but not least, in the value of education. People have always been and are today America's greatest resource. All of this, combined with the application of research and technological advances, has made the kind of America we have today.

The World in Which We Live

A whole host of words can be used to describe the world in which we live. I won't try to list all of them but I would include the following as being among those which are mentioned most often:

wonderful	have and have not nations
exciting	dynamic
challenging	frustrating
iron and bambo curtains	changing
dangerous	smaller
hungry	bigger
divided	technological

Actually, eight important features characterize the world in which we are now living. I want to discuss each briefly with you.

1. *Mechanical inventiveness has advanced to a point where it now plays a dominant role in our lives.* It has brought us automation, push buttons and the IBM machine. It has revolutionized our industry, our agriculture, our homes, and our way of life. Brains have replaced brawn in agriculture and just about everywhere else. Increasingly man directs and applies power through gadgets he has created instead of having to supply it himself. Automated care of livestock is becoming more and more common and our engineers are telling us that the time is fast approaching when hand harvesting of any of the crops we grow will be a thing of the past. As a result, at least in the developed nations such as ours, production per man has been and is increasing steadily. Working hours both on the farm and in the city are being shortened. Much of the drudgery and hard physical work long asso-

ciated with farm life have been eliminated. The farm family—and most other families too—have more time for leisure, recreation, community activities and self-improvement.

2. *Modern transportation and communication have brought all of the people of the world closer together and within easy reach of each other.* Earlier in my discussion, I mentioned the Pilgrims who landed at Plymouth Rock and the pioneer families who conquered the wilderness and helped to develop our country. A century ago a letter sent from the east coast to a pioneer family in the west traveled the uncertain route of pony express. Often months or even years elapsed between the time an event occurred and the time the people learned about it. But that was really not a serious problem for these families. They had to be and were almost totally self-sufficient and self-contained socially, economically, and physically. There were very few adjustments they had to make as a result of what went on in the world outside the community in which they lived.

Today the whole world is on our doorstep, so to speak. Tokyo, Berlin, Paris Moscow, Peking, London, Washington and Saigon are no farther away than our telephone, radio, television set, or the newspaper which reaches our front step or mailbox daily.

Something similar has occurred in the field of travel. For the early pioneer travel involved hard work and much discomfort. A person traveled as best he could—on foot, horseback, by coach or ox-drawn wagon, by canoe or boat if there happened to be a watercourse. Small wonder that people were content to stay at home.

Today poverful motors in automobiles, locomotives and airplanes carry us easily, rapidly and comfortably over great distances and at speeds that would have seemed impossible to people living as late as 50 years ago. While it is not yet commonplace, it is certainly possible to visit Paris, London, New York and San Francisco all in the same day. Jet planes travel faster than sound. Space travel is now a reality and interplanetary travel a real possibility. Spaceships are now being built to carry us to the moon, to Mars, and even beyond. Who knows? Perhaps such travel too may someday be commonplace.

Yes, modern means of travel and communication have brought all of the people of the world closer together, and for better or for worse within easy reach of each other. And one result has been that what happens in other parts of our country or in other parts of the world now has inescapable meaning for every one of us.

3. *The population of the world is increasing faster than at any earlier period in our history*—about 8,000 per hour, 1,300,000 per week, 68,000,000 per year, enough to populate another

United States every three years. If current trends continue the world population will reach four billion by 1975 and double to eight billion by the year 2010. Finding ways to feed adequately this rapidly increasing population is the most important and urgent problem which faces the world's leadership today.

4. *The world itself is undergoing rapid changes, and of necessity modern man must accept these changes readily.*

I would cite as an example the story in which it was imagined that a good Egyptian farmer in the days of Moses was brought back to life in the days of Caesar, some 12 centuries later, and placed on a good farm in Italy, then the most advanced nation in the world. He could have farmed with practically no additional instruction, for the art of agriculture had changed very little in all that time.

Put him on an English farm in the days of Shakespeare, some four centuries ago, and he still would have been a pretty good farmer. Bring him to the eastern shore of America 160 years ago and put him on Thomas Jefferson's farm, one of the best of its day, and he would be more or less at home.

Now imagine for a moment that same farmer on a modern American farm. He would be completely at a loss to know where to begin or what to do. It would require many years of instruction and training, and a willingness to accept change, before he could even begin to operate a modern American farm.

5. *The trend in modern life is toward greater specialization.* Years ago, for example, a single individual often handled all the jobs involved in building a home. Today many specialist groups are involved. The carpenter does the wood work, the bricklayer the brick work, the plasterer handles his specialty, the plumber installs the plumbing, and the electrician takes care of the wiring.

In the medical profession, the general practitioner who worked in an office by himself and ministered to all the medical needs of the community has been replaced by the modern clinic with its staff of doctors, each a specialist in his field.

Students enrolled in agriculture at the University specialize and receive intensive training in such areas as animal husbandry, bacteriology, soils, horticulture, and agricultural engineering.

Specialization is increasing in our homes and on our farms. The pioneer farmer built his house and the buildings for his livestock from trees cut on his own land. He raised his own food and he butchered his own meat. His wife made the bread, butter and soap for the family. She converted wool into homespun cloth.

Today's farmers look to others to do the jobs of making clothing, soap, butter and bread, or of slaughtering and processing livestock. The successful farmer is no longer a "jack of all trades

and master of none." Rather, he must be a genuine specialist in three things, growing crops, handling livestock, and marketing his products, if he wishes to provide a satisfactory standard of living for his family and himself.

6. *Science and technology have provided mankind with a tremendous power potential.* Throughout much of his long struggle for existence man has had to work hard because of lack of sufficient power. For centuries he relied on the horse, the ox, the dog, the water buffalo, and the elephant. Then came the steam engine, the internal combustion engine, and the electric motor. More recently we have learned how to harness the awesome and seemingly limitless power of the atom. Today man has tremendous sources of power at his disposal.

Unfortunately, this power can be used for useful and constructive purposes and for evil purposes as well. In evil hands it can destroy people, cities, crops, livestock and valuable resources and pollute or poison our air and water. Used creatively it can ease man's burden of work, relieve him of much of the drudgery that has characterized his period of existence on the earth, and provide additional comforts and enjoyments. The choice, a tremendously grave one, is man's own to make.

Unfortunately, the enormous power potential we now have can and will result in the more rapid depletion of many of our valuable natural resources. The only point I wish to make here is that with our present enormous power potential there is an ever increasing need to safeguard and conserve our natural resources for their best and most effective use.

7. *The trend in modern life is toward commercialism or the worship of material things.* It is certainly all right for us to have automobiles, tractors, milking machines, combines, running water in the house and barn, electricity, modern household equipment, television, radios, telephones and many other conveniences, provided we do not make them the "be-all" and "end-all" of our existence. Success or failure isn't measured by our material possessions alone or by our ability to keep up with the Jones's.

We must never lose sight of the fact that besides having physical needs, people have intellectual, emotional, and spiritual needs. How can we put a price, for example, on appreciation of nature and the beauty that is all around us? What is it worth to hear the song of the bird in the treetop, to see the splash of the trout in the stream, to see the wild flower as it awakens from winter slumber and develops in all its splendor, to hear the wind in the trees, to see the sun set in the evening or rise in the morning?

Today the democratic way of life is being put to its most severe test. Whether we stand or fall will not be determined by the number of automobiles, tractors, refrigerators, dishwashers or other gadgets we have in our homes, on our farms and in our

factories. The deciding factor will be how well we as a nation have met all the needs of our people and how much we have helped to meet similar needs of people in other parts of the world.

8. *Morally and intellectually the world is now divided into many small parts, and especially into two parts.* Science and technology have brought all of the people of the world relatively close together. Physically speaking, because of the speed of travel and communication, we are truly one world. Morally and intellectually, however, the world is divided into many small parts, and especially into two parts.

We live in an age of struggle between two great ideologies—the democratic way of life in which the life of the individual is important and in which free people are free to govern themselves, and the totalitarian way in which the will of a dictator prevails. Actually, the struggle that is going on in the world today is not just for empire or riches; rather it is for the mastery of the minds and souls of men. This current sharp division of mankind is one of the great, unsolved problems of our time.

The Quality of Leadership in Today's World

These are some of the important and vital facts about today's world. What they suggest, in simplest terms, is that the role of leadership and the task of citizens is more difficult and complex than ever before.

Before I come to the matter of the qualities good leadership must possess, I would like to speak generally to the point of the need for education in the world of 1967. For tens of thousands of years man's greatest need was for well-developed muscles. Now his greatest need is for well-developed minds.

Thinking has become important. For many thousands of years most people had little need for thinking. They needed only to push, to shove, to haul, to carry, to till, to plow, to dig, to do the hard physical work for which machines had not been invented. Today we live in a world where increasingly machines do the physical work. Where our grandparents pioneered new geographic areas with muscles, we must pioneer the frontiers of new ideas. We can do it only with well-trained, inquiring minds. In fact, we have now reached a point in our culture where the uneducated and unskilled represent one of our most troublesome disadvantaged groups. This group contributes significantly to unemployment and creates social and economic problems.

Among all others, the ability of man to discover new knowledge and to translate it into useful products and services is now by all odds our most important and valuable resource.

I must point out here too that man now makes more progress in a month than he used to make in a century. Experience is no

longer the teacher it once was since it often becomes obsolete as fast as we get it. Actually, our traditional educational policy is based on the assumption that an individual can acquire in his youth the bulk of the knowledge and skill required for him to live adequately the rest of his life. The hard, cold fact is that no one in these times can go far on the intellectual capital he acquires as a youth. Unless he keeps his knowledge or skill up-to-date, revises it, adds to it, enriches it with experience and new ideas, he will soon be severely handicapped in his role as a wage earner and as a cititzen in our ever-changing society.

Never before has the rate of obsolescence of knowledge been so great as it is today. Predictions indicate that the new scientific knowledge we will acquire in the 60's will exceed that of all the centuries which preceded 1960. Authorities are now saying that young people who are just beginning careers will have to learn or be trained for three or four occupations or professions during the span of their lifetime.

All of this adds up to the fact that we live in a world in which the pace of change is accelerating and where the need for programs of continuing education is becoming more and more urgent. Truly education is the threshold which all who wish to take advantage of expanding opportunity must cross.

What then are the qualities we as leaders must possess if we are to be true to our heritage and at the same time serve wisely and effectively in a troubled, rapidly changing world. I would like to suggest the following:

1. *We must be adequately trained.* Every decision we make must be based on facts. A great statesman once said, "He is well armed who is armed with facts." I think it goes almost without saying that we will not likely succeed in the profession in which we earn our daily bread, farming, homemaking, engineering, business, or others, without the training and continuous "retooling" that provides the know-how to do a good job.

And beyond that, because of the kind of world in which we now live, we must extend the boundaries of our sphere of interest, concern and understanding to include the entire world. Most certainly this is so because in our kind of world many of the decisions we are called upon to make are outside our field of specialized interest. We simply cannot afford either as individuals or as a nation to base opinions and actions on propaganda, hysteria, prejudice, hearsay or what the neighbors think. It is well to remember that most of our troubles start in a vacuum caused by lack of knowledge.

2. *We must have the courage to do what is good and just and right.* Many examples of great courage come to mind but I will cite only one. I am thinking of a time when a single man

turned a nation's back on weakness and substituted faith and courage for fear. He had nothing to offer but "blood and toil and sweat and tears." You may have read the words of the late Winston Churchill when at a particularly dark moment in the history of his beloved England during World War II he said: "We will defend our Island whatever the cost may be. We shall fight on the beaches—on the landing grounds—in the fields — on the streets and in the hills. We will never surrender."

Are we too willing to fight for our heritage, for the cause of right and justice? Will we fight in our schools, in our homes, from the speaker's platform, and in the halls of Congress to preserve our way of life, and all that is good and right and just in this great land of ours? Do we have the courage of mind, spirit, and body that such may require of us?

3. *We must have faith* in our friends, our colleagues and associates, in the general goodness of mankind, and most of all in ourselves.

4. *We must live our lives according to the principles of the Christian religion* and be willing and able to translate these principles into our daily lives and living. I believe it was President Eisenhower who once said, "The most basic expression of Americanism is faith in God. Without God," he said, "there can be no American form of government, no American way of life." In Christianity and free enterprise we have the two greatest systems in the world. We give up these systems when we do not support or take part in them. The Bible symbolizes one; the bill of rights of our constitution the other.

5. *We must train ourselves to the point where we fully appreciate our country and understand what freedom means.* Patrick Henry spoke for his generation and for generations yet unborn when he said, "Give me liberty or give me death."

In an article entitled "America's Birthright," a young American mother has expressed the same thought in another way. Her name is Jo Bingham. This is how she put it:

> *Take your child to the high places and show him his country. Let him know his land. Tell him the story of the two great births in history—a boy in Bethlehem and Independence Hall in Philadelphia—the Christian religion and a democratic nation. Define his rights:*
>
> *The right of self expression,*
> *The right to be a person,*
> *The right to participate,*
> *The right to choice of labor,*
> *The right of contract,*
> *The right to own property,*

The right to a heritage, and
The right to belong.
Tell him these rights are his. Yes, take your child to the high places and show him his country.

6. *We must have the capacity for sympathy and understanding.* Most of the difficulties the world finds itself in today are due to misunderstandings of one kind or another—misunderstandings between individuals, groups, nations. The peace we all want so much will come only with understanding.

7. *We must have the ability to write and speak clearly and logically so those who are reading or listening will know precisely what we mean.*

Resources We Can All Count On

Mastering each of these seven "barriers" is the "admission price" for all whose goal is leadership and the opportunities which become available when such has been achieved. To say the very least, the course is difficult and many who enter upon it drop by the wayside. Fortunately, there are certain readily available resources which each of us can count on for help and guidance on the road to leadership.

1. *First, there is the home.* The family is the foundation on which our society is based. Here we learn brotherhood, justice, love, affection, honesty, honor—all the things that go to make up what is known as character. We become familiar with traditions, standards and attitudes, and we learn how to live with others.

2. *Second, there is the school.* The ultimate success of our democracy rests on the education of all of our people. Schooling broadens our horizons, brings us into close and intimate contact with the accumulated wisdom of the human race, disciplines our minds to the need for study and how to apply facts to the solution of problems.

3. *Third, there is the church.* Here we consider—perhaps for the first time—the real meaning and significance of life. Here we learn the meaning of truth, the difference between good and bad and right and wrong. We learn the importance of spiritual and moral values, and of the need for sympathetic understanding and brotherhood among all mankind.

4. *Fourth, there is the community.* Here we learn that groups of people can accomplish many things that cannot be achieved by a single individual or a family—provided they learn to cooperate—and we discover the need for compromise and cooperation in the decision making process.

5. *Fifth are voluntary clubs or associations.* Americans are "joiners." Voluntary clubs or associations can be excellent out-of-school laboratories for building character and citizenship.

By Way of Summary

In conclusion, as we look down the road that leads to tomorrow, to a future that can bring darkness to the world, or the bright light of hope and fulfillment and the achievement of quality life, I can think of no better words to direct to our leadership than those found in the lines of the poet:

All are architects of fate
Working in these walls of time,
Some with massive deeds and great,
Some with ornaments of rhyme.

Nothing useless is or low;
Each thing in its place is best,
And what seems like idle show
Strengthens and supports the rest.

For the structure that we raise
Time is with material filled;
Our todays and yesterdays
Are the blocks with which we build.

Truly shape and fashion these,
Leave no yawning gaps between;
Think not because no man sees
Such things will remain unseen.

In the elder days of art
Builders wrought with greatest care
Each minute and unseen part,
For the Gods see everywhere.

Let us do our work as well,
Both the unseen and the seen;
May the house where God may dwell
Be beautiful, entire and clean.

Else our lives are incomplete,
Standing in these walls of time,
Broken stairways where the feet
Stumble as they seek to climb.

Build today then strong and sure
With a firm and ample base,
And ascending and secure
Shall tomorrow find its place.

Thus alone can we attain
To those turrets where the eye
Sees the world in one vast plain
And one boundless reach of sky.

ECONOMIC FOUNDATIONS FOR ACHIEVING QUALITY LIFE

By Wallace E. Ogg, Professor of Public Affairs, Iowa State University

Before I had the opportunity to read Ron Powers' paper, "What is Quality Life—Conflicts in Values," I too worried about definitive meaning for quality of life. After I read his paper I ceased to worry. I thought it was an excellent framework for the theme of the conference. I hope what I have to say about economic foundations for achieving quality life is recognizably in his framework.

One of my revered professors at the University of Chicago used to say something to the effect that the discipline of economics deals with a small part of what is important to man, but what economics has to say about those areas where it is relevant is very important. Alfred Marshall was less modest. He said "the two great forming agencies of the world's history have been the religious and the economic."

The economic foundation for quality country life as discussed for us by Powers are critical in a number of areas. I will choose only a few where I believe the problems of achieving economic foundations are greatest.

It would be tempting to discuss employment opportunities in farming. A recent newspaper story quotes a vocational agricultural leader as expressing concern for urgency in training one million new farmers to replace those who are retiring.

Adjustments are proceeding. In Powers' words, "If there are more people than jobs mobility is required." Mobility is required and it is taking place. That section of the economic foundation is coming along well in spite of the vocational agricultural leaders' effort to stem the tide.

I will confine myself to discussing economic foundations for what Powers called "the instruments of socialization, family, school, church and voluntary organizations."

I will concentrate on schools and churches. The problems of economic foundations for local government—Powers' third need, the system of local control—are just as urgent but time will not permit consideration. Eber Eldridge dealt with this last year on your program. Economic foundations are also very important for what Powers called mutual support.

Take the school first. The economic base for the school is of obvious concern in developing a nation. It came easy here, comparatively speaking, as we in the United States pioneered free

public school education. I marvel at the progress of Russia in education in the early days after the revolution. Given the scarcity of their resources, it was a long gamble to put the investment they did in education. In terms of economic development and military power the investment paid off handsomely, but the decision to provide universal education may turn out to be a mistake politically. It will probably mean the eventual destruction of the hard core communist doctrines of world revolution. China following Russia's early lead and with even more limited resources has invested heavily also in education. It remains to be seen if India, Indonesia, the Arab states, and Africa can muster the economic foundations for public education.

We will concentrate on the economic base for education in a farm-based rural economy where country life is in progress and changing rapidly.

Farming is still the predominant export industry in these areas. Other employment is related—processing agricultural products, providing agricultural raw materials and providing services both to farmers and those who serve farmers. Western and north-central Iowa is like this, richly but predominantly agricultural.

You are all by now familiar with what I call the adjustment sequence. Technical progress in farming has pushed towards larger farms. Larger farms mean fewer farms, declining farm population but higher per farm net income. From the standpoint of the surviving, modern, well-organized commercial farms the process of adjustment has been eminently successful. But it brings drastic changes.

The small towns serving such areas, if over 25 miles from a metropolitan area, may lose population rapidly with all the problems this brings for human institutions slow to adjust.

The people who leave are the younger ones. The towns have a high population of elderly people who control the town and its institutions. They have no alternative to following very conservative policies for their own business and for the town public services supported by taxes. Their economic survival depends on very conservative policy.

The school and the church both have excess capacity. The people who make decisions about schools have no children in school. As the town declines in population and as a viable community center, the school is grasped as a protecting institution. Its survival seems to be related to the town's future.

In this kind of environment the tendency is to hold on to the school as the economic foundation melts away with the population.

One of the manifestations of this problem in the middle west is rather strange. As state aid is used more to help support the

public school program, kindergarten through 12th grade, there is a tendency for state departments of public instruction to require minimum standards, especially for secondary schools.

Small school systems, compelled to meet these standards at least minimally, tend to do what must be done to this end at the high school level. To survive with the limited economic foundation they make their savings at the elementary level.

This is ironic because most school finance people would agree that schools get the most for their money in the early elementary grades. The cost per pupil is lowest and rises with the grade level. The early grades are increasingly being recognized as most strategic to development of human intelligence and academic achievement. So we economize where we get the most for our money and spend where we get the least.

The evidence? Elementary salaries in small school districts are low and not competitive in the national markets. Teachers are homemakers who will teach regardless of qualifications. Elementary teachers' salaries in South Dakota, Nebraska, and North Dakota, where school reorganization has lagged and schools are small, are in the bottom ten in the United States with the poorest southern states. Yet in the 20 years from 1940 to 1960 the net migration from North Dakota equalled one-third of the 1940 population. These were youth. In view of this had the schools done a sufficient job of socialization?

But the problem of economic foundations for churches in the declining town is even more urgent if the institution of the church is considered to be a relevant socializing force.

Sociological research has well documented the sequence. Population declines, attendance and support decline, the church program is cut back. The church goes from a full-time minister to a half-time minister. Then to no minister at all and runs with only a Sunday school. By this time this institution has long since ceased to be a relevant socializing influence in the life of youth about to migrate.

In contrast with the schools the church, with a few denominational exceptions, has completely failed to reorganize. The church has problems today in the field of theology; but the problem I am describing is not a theological problem, it is a problem of structural economic foundation. With the melting away of this foundation as a result of successful economic adjustment of farms, no comparable adjustment has taken place in the rural church. As a result (I'm oversimplifying) it is failing in its socializing role in the lives of young people. It is also failing to make its contribution to the quality of country life.

The problems of the church and the school are not that difficult. There are economies of scale for running schools and churches

just as there are for running farms. Technology seems to have increased the optimum size. But the optimum size is certainly reasonable and attainable by reorganization. The economic concept of optimum takes into account intangible values such as the warm, close relationships of smaller classes and churches, but there is an optimum.

The tools for adjustment in schools are reorganization and state or federal aid. They do involve some compromise with local control but the problems seem manageable.

The tools for adjustment for churches are similar. Reorganization either within or between denominations is necessary. But it seems to be harder for churches. Perhaps they need to have a hard-headed dialogue about what their purpose really is.

GOVERNMENT FOUNDATION FOR ACHIEVING QUALITY LIFE

By Jack D. Timmons, Extension Public Affairs Specialist, University of Nebraska

Throughout history, men have recognized that certain of their economic and social goals could only be realized through common effort. The most usual method adopted for accomplishing these purposes has been the use of government. Men have frequently damned government—especially when tax payments come due—but they all generally agree upon its necessity.

During the early years of American settlement and development, government activities were relatively limited because demands were few. People were isolated from each other by distance and time and necessarily had to be self-sufficient. Gradually, the country became more densely populated and the development of an industrial society concentrated most of this population into small areas. At the same time, man became more specialized and more dependent upon the efforts of people outside of his family to provide the goods and services he wanted. Many of these services could be more efficiently and effectively provided by government.

How do we decide which services can be most effectively provided by government? There obviously is no hard and fast rule in answer to this question. Abraham Lincoln's answer was that government should "do for the community of people whatever they need to have done, but cannot do so well for themselves in their separate and individual capacities." This leaves a fairly broad range of activities open to government. In the United States, we have approached this problem on a pragmatic basis for the most part. Those services which are not being provided adequately by private means and which a substantial portion of the people feel are necessary are undertaken by some level of government.

A highly complex industrial society such as ours requires careful balancing of all its parts in order to assure continued growth and prosperity. Lack of investment in education can create a shortage of trained manpower that would reduce both purchasing power and the ability to produce the mass consumption goods we enjoy. Lack of investment in a clean water supply and sewer system may create serious health problems in a community and affect other communities nearby. Depressed economic conditions in one part of the nation cost the rest of the nation both in potential production from the people in that area and in valuable resources for welfare costs, premature social security payments, idle capital, political unrest and many other factors.

It may appear that I am dwelling overly long on what are really fairly elementary political and economic principles. However, I think there has been a tendency among even relatively well-educated portions of our system to think that financing government activity in some other portion of the nation, or even of the same state, is a gift which will bear little fruit but is perhaps the humanitarian thing to do. This nation's prosperity is based on the prosperity of the whole and of all the parts. The subject of this conference today and tomorrow deals with one of those parts that is feeling the effects of technological change. It has not, itself, been able to make all the adjustments necessary to maintain quality life and continue to make its contribution to the rest of the nation. Government—federal, state and local—can play a major role in providing the opportunities necessary to growth in the countryside.

Now, what are we talking about when we say countryside? Essentially, we have three different kinds of rural areas. All three have problems to deal with but each one is going to require a different kind of approach to solve those problems. The first of these is the area composed of relatively prosperous farms and ranches and a stabilizing population. In these areas, the main problem in providing adequate governmental services relates to population and high per capita cost. Many of these areas are not going to be able to meet the criterion established for the ideal size school or the fully equipped hospital. They will have to make some compromises. It may mean that they will have fewer students per class, use more educational television and other self-teaching methods, and go to the city for more specialized medical care. But they must have help. By help, I mean guidance in determining just what they can provide most effectively. Right now, most of them are operating in an informational vacuum. They are told by the experts that they should consolidate their schools, their counties, and other governmental units. They are told that their hospitals, ambulance service, nursing homes, water and sewer systems, fire protection, and other services are inadequate. They may even be told that their school system should have a minimum of so many students and so many dollars of evaluation and that their hospital must have certain facilities and personnel to become adequate. But they are not, in most cases, given the guidance they need to achieve this level of services. This does not mean they should be told what to do, but they must have all of the alternatives possible. This requires a long and thorough educational effort.

What are the most logical borders for these reorganized counties and school districts? If we build a new hospital, what will the population be ten years from now when the bonds are half paid? What other towns in the area should we cooperate with in pro-

viding improved services with some assurance that the project will pay for itself and not be closed for lack of use in ten or 20 years? How can we use federal aid if we haven't the reserves necessary to carry a project through until the federal funds are paid? Many small school systems and municipalities have had this last problem. These are just a few of the questions that need answers before a local community can make a decision which involves a substantial change in their governmental system.

The second type of rural area is characterized by low income, inadequate farms, and a high level of out-migration. They have all of the same problems of the sparsely populated but stabilizing farm area plus several more. These areas have many special needs such as job training, relocation assistance, elderly care, special assistance to disadvantaged youth, and health care. Outside help must be provided for these problems since low incomes do not permit the special programs necessary to restore them to a useful role in our economic system. The long range costs to the rest of the nation will be greater for ignoring the problem than for helping. Some of the larger cities' most serious problems stem from slum areas settled, in part, by migrants from rural areas who did not have the education and training necessary to make them useful members of the urban community.

The third type of rural area is in considerable contrast to the other two. This is the area surrounding our rapidly growing cities. Their problems are the result of too rapid growth and heavy pressure on governmental services that were designed for resident rural populations. The new demands made by a commuting population often place heavy burdens on schools, water supplies, streets and roads, sewers, police and fire protection, and other services. Commuters tend to identify with community of residence for services rather than where they earn income. Large investments are necessary to meet the demands, and the older resident and farm population often bears the major increase in cost for several years. Average incomes are higher in these areas which tends to increase the level of desires for quality governmental services, but the property tax is poorly adapted to raising revenue from those that are creating the higher demand and have the income to pay for the services.

The types of short-range government programs and policies needed differ substantially between these three types of rural area. The long-range objectives, however, should be the same. Government activity has only one justification. That justification is promoting the welfare of people. Local governments provide paved roads and streets to serve the needs of people. They build hospitals and provide fire protection to serve people. State and federal government has the same responsibility. Frequently, the engineering, short-range cost factors and audit requirements have

predominated in the decision making process, and decisions have hindered rather than helped the people being served.

The fact that public services are increasing rapidly is almost a truism now. This increase is most evident at the local level and it is there that the final administration of most of the services takes place even though partially financed by federal and/or state funds. Dr. Raleigh Barlowe of Michigan State University recently presented a paper that outlines the trends in demand for state and local public services.[1] Total per capita expenditures increased by about 50 percent between 1922 and 1942. From 1942 to 1962 they increased by 375 percent. Expenditures for education, highways, hospitals, sanitation, and parks and recreation increased the most and accounted for most of the increase in total expenditures. Even when constant dollars are used, the increase averaged 80 percent for the nation during the 1942 to 1962 period.

Although substantial increases have occurred in all states, there still are wide differences between them. In the North Central States, for example, Minnesota and North Dakota spent more than $140 per capita for education while Missouri and Kentucky spent less than $100 per capita. Welfare expenditures ranged from $34 per capita in Missouri and Minnesota to $17 in Nebraska and $14 in Indiana. Police protection cost $14 per capita in Illinois but only $6 in South Dakota. Fire protection cost $7 in Wisconsin and a little over $2 in North and South Dakota.

These figures have little meaning, however, without some objective measure of quality. How much of the difference between education costs in Minnesota and Kentucky is due to differences in costs of heating and building? Kentucky also pays its teachers less, but does this reflect proportionately poorer teachers? More information is needed relative to quality before firm conclusions can be made indicating one state has better services than another. The more highly populated states certainly have economies of scale in roads and education. Northern states have higher costs of snow removal. On the other hand, highly urbanized states tend to spend more per capita on welfare, health and hospitals, and police and fire protection.

Comparisons of counties by population numbers indicate the greatest economies of scale occur in those having 10,000 to 25,000 population. Counties having more than 250,000 people had expenditures over one-third higher and those under 10,000 nearly 15 percent higher. A study of four Michigan counties indicates that the higher expenditures in urbanized counties are largely accounted for by the provision of a greater number of services. The low population county had fewer services but the costs were high because of the small population base. High costs were

found in highways and public welfare but low costs in expenditures for health and hospitals, police and fire protection, sewerage and other sanitation, and parks and recreation. No expenditures were made for housing and urban renewal, correction, or water supply. Were the low expenditure items the result of lower need or lack of ability to provide them?

Another measure of effort in providing public services is the ratio of public expenditures to personal income. These figures indicate that many of the rural states are making a much greater effort than the actual per capita expenditure figures indicate. Kentucky had average expenditures for state and local government per $1,000 personal income of $170. This was higher than any other North Central State, although it ranked at the bottom in educational expenditures and near the bottom in total per capita expenditures. This same kind of relationship probably exists in many rural counties within states relative to the urbanized areas.

The inferior public services found in rural areas are evident in most states. Under current conditions this situation is likely to continue since many services can only be provided at high cost in sparsely populated areas and others may not be provided at all. Rural government has been characterized by one student as "amateur" government, lacking in specialization and expertise. He points out such deficiencies as haphazard budgeting, accounting, and financial reporting, the lack of competitive purchasing, and poor employment practices.[2] In some Northern Plains counties public health service, parks and playgrounds, hospitals, and police and fire protection are lacking. Many farm areas do not have fire districts, or arrangements with nearby towns for fire protection. The provision of adequate outdoor recreation facilities by counties has been the exception rather than the rule. Some states have relied chiefly on the federal government to provide such facilities.

With a few exceptions, educational services are deficient in small rural schools. Libraries, laboratories, specialized teachers, counseling services, and other specialized services are lacking. Roads are deficient in many areas in spite of fairly high per-capita expenditures. Many roads are not surfaced, impassable in wet weather, and poorly maintained. Streets in small towns are often dirt or gravel with only one or two paved thoroughfares. Dr. Barlowe in his paper says that dirt roads are out of style and that "they are becoming sufficiently rare that it has been suggested that a program be started to conserve them as a scarce resource." This may be true in Michigan but in the Plains area, at least, there are many towns that do not even have a paved road leading into them and many others that have paving in only one direction.

Similar difficulties exist in other service areas in the rural communities. Snider has pointed out the deficiencies in rural libraries, public health services, hospitals, public welfare, and others.[3]

It is likely that the out migration of rural people has a dampening effect on the quality of rural services. Costs per capita are increased for those remaining and they pay for it from fewer and sometimes lower incomes. Frequently, a defeatism accompanies out migration as well, and the leadership becomes more conservative and less inclined to make new investment. There is also a higher risk involved in investment in public services for areas with decreasing population since there is little or no margin for making mistakes.

Are rural people satisfied with their public services? The answer to this question is clearly no. Rural people are aware of the quality of recreation, schools, paved streets, inside plumbing, health facilities, and other services that are available in cities. They have television, radio and newspapers that tell them every day what is happening in other areas. Most rural people have traveled some and have children or other relatives that live in other parts of the nation. Rural people have been generally conservative in their attitude toward government, but the services available in urban areas are not new and untested now—they have been around for many years. As long as the costs are not prohibitive and the services fulfill a need, people are going to continue to demand more of their governments whether rural or urban.

What can we do about these problems of rural areas and about providing them with adequate government services to maintain—in many cases attain—a quality life? One approach always mentioned by economists and political scientists is consolidation of local government. Will this help? It could, but only if accomplished on a much wider and more comprehensive basis than is now the case. The only major advances to date in consolidation have occurred with school districts. Even school district consolidation has not always been effective. Many areas have consolidated two or three small school districts into one and built modern facilities on bond issues. This looks good in the statistics since it reduced by two-thirds the number of districts. However, in ten years many of these will have nearly empty classrooms. Some of them were too small the day they were consolidated and now they have investment in new buildings to pay off instead of old buildings already depreciated. Not only will they have the same problem to face again in a few years but I am not sure they are better off even now.

County consolidation shows much promise in theory but when a community is asked to give up its position as county seat and

its relative competitive advantage with a neighboring community the decision is almost foreordained. Given sufficient information about their long range economic future and the most effective county area, they might be persuaded but it is doubtful. We have a unique project under way in Nebraska that we hope will hold some answers to this problem. Four counties in the Southeastern corner of the state have formed a joint planning commission. There are representatives on the commission from counties, cities, villages, and rural areas. The various governmental units are providing shares of the financing and intend to form an overall comprehensive plan for the four county area. This presumably will result in action by the county boards providing for zoning, building codes, and other services administered by a permanent staff hired by all four counties. Given sufficient time and careful cooperation this may form the basis for an eventual consolidation. If not, it should at least provide the area with some professional services at a lower per capita cost than is now possible.

Another approach for more sparsely populated areas is functional consolidation. There has been some progress along this line with the formation of city-county planning commissions, health boards, hospitals and other similar services. Some counties in Nebraska now hire one county superintendent, county judge, engineer, and county agent for two or more counties. However, these changes have frequently been forced by placing minimum qualifications on the offices through state law. The smaller counties could not pay for the quality required so they joined a neighbor and each pay part of the salary.

Internal reorganization might also help counties. There are now too many elected officials operating independently of each other and of the county board. A county manager appointed by the board could probably cut down costs by consolidating offices and pooling clerical help. It would also provide competent professional supervision in offices which are now typically held by amateurs.

Comprehensive planning is needed in all areas. By that, I mean comprehensive planning, not a quick textbook plan developed by a consulting firm that spends a few days in the county and then disappears. One example of this need lies in roads. There are thousands of miles of roads in the midwest and plains area that are rarely if ever used but are still being maintained. Thousands of more miles could be abandoned with very little inconvenience to those using them if other roads were paved and maintained properly. I have yet to see a county plan that deals with this problem. It may be happening in some areas but it is rare.

Education is still one of the most important local services that needs improvement in rural areas. It is already the most expen-

sive of local services and as educational demands become greater it will become even more critical. Some sparsely populated areas will have problems whatever they do. The larger the district established to decrease public costs the greater will be the private costs in time spent in buses and sometimes for room and board away from home. These areas will need help from state and federal sources.

Other areas can provide quality schools through consolidation but they should not do it expecting to reduce their taxes. It just does not seem to work that way. It will provide them with better quality for the money they are spending, however. Another area of conflict in rural schools that has always bothered me concerns the community that has an adequate school population but is split between a private parochial school and the public school. The frequent result of this is two inadequate schools where there could be one good school. Granted that all pay taxes to the public school whether their children attend or not. But if a sizeable portion of the parents send their children to a private school, they are often hard to convince when the public school proposes a bond issue or wants to increase its budget.

There is little doubt that government services will continue to grow in quantity and quality. The urban areas will probably continue to enjoy somewhat higher levels of services than rural populations but I suspect that gap is going to narrow over the next several years. Rural people are better educated, better informed and are raising more questions about their situation. They will be less tolerant of the performance of local governments and they will be less tolerant of inefficiency. They are becoming more accustomed to traveling greater distances for private goods and services and will more easily adjust to the same sort of travel for government goods and services. I think that rural people are already ahead of policy makers in deciding what changes they want. It is time to start giving them some guidelines and assistance that will result in real improvement instead of temporary relief.

FOOTNOTES

[1] Raleigh Barlowe, "Changing Demands for Local Public Services," paper presented at North Central Land Economics Seminar on Supplying and Financing Public Services in Rural Areas, Chicago, Oct. 27, 1966.

[2] Roscoe Martin, *Grass Roots*, University of Alabama Press, 1957, p. 35.

[3] Clyde F. Snider, *Local Government in Rural America*, Appleton-Century-Crofts, New York, 1957, pp. 293-454.

SOCIAL ORGANIZATION FOUNDATION FOR ACHIEVING QUALITY LIFE

By H. J. Schweitzer, Associate Professor, Rural Sociology
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There is probably little to be gained at this juncture in the conference by elaborating any further on what is meant by "quality life." A year ago the Task Force appointed by the ACLA identified a number of deficiencies in the countryside which they felt hindered the development of quality communities. Last year at this conference Director Ernest Nesius of the Cooperative Extension Service, West Virginia University, stated that among other things quality of life means that the basic freedoms of man are available to all and that quality of life was equated with the attainment of a high level of satisfaction in community living. Previous speakers on this program have likewise defined what they feel is meant by the term "quality life."

While the concept is a relative newcomer to our vocabulary I believe the objective of quality life is the same objective we have been seeking in community development and in county or area resource development. It may be, however, that we are striving to discover something more—an "X" or plus factor in community living which we intuitively feel can exist but which we can't quite identify.

The general title and format of our session this afternoon suggests that the achievement of quality life in our society rests upon the separate foundation stones of economics, government, social organization and culture. We have seen how an adequate economic base and relevant governmental structures are essential to quality living. By now I am sure you have recognized the difficulty of trying to retain a clear-cut distinction between these four foundation stones of society and community life which we are discussing in this session. This is particularly true in my own case as I attempt to concentrate upon the social organization foundation for achieving quality life since as a sociologist I view economic and governmental institutions as important aspects of the fabric of social organization.

Minimum Requirements of Social Life

Before discussing what I feel are some features of an adequate or relevant social organization foundation I would like to turn first to a brief consideration of the minimum requirements of social life. In the development of our modern society we have achieved a degree of subtlety and complexity almost beyond comprehension. Perhaps only as we study more primitive societies or face the prospects of disruption of our comfortable community routines due to some natural or man-made catastrophe are we reminded

that there are essential or minimal conditions which must be met by society.

While it is possible to develop a rather lengthy list of such conditions, Alex Inkeles[1] has conveniently grouped them into the following three main sets which are worthy of our review:

> 1. Adaptation to the external environment, physical and human. Society must develop a technology adequate to provide minimum food, clothing and shelter. Protection must be provided not only against nature and animals but against human predators as well.
> 2. Adaptation to man's bio-social nature. Individual needs are not limited to food and clothing but include psychic and cultural requirements. Among these we find needs for sexual expression, for exercise, relaxation, release of tension, expressive needs manifested in dance and art, the need for status and self-respect, etc.
> 3. Adaptation to the condition of collective living. While man conceivably can live alone, the need to satisfy his bio-social or psychic needs drives him to collective living. In living together, however, men must coordinate and integrate their actions to a degree to avoid destructive conflict, chaos and confusion. While in animal life this coordination is assured by instinct, in human society it is almost entirely a product of social invention. In describing this third set of conditions which must be met by society, Inkeles states, "Man must elaborate rules and provide orderly procedures to determine who occupies given sites, to coordinate movement, to control the use of force and fraud, to regulate sexual behavior, to govern the conditions of exchange, and so on through the whole gamut of human relations. In the process of elaborating these rules, man creates the basic units of social organization. The invention of social organization was even more important than the invention of tools in setting man apart from the animal world."

Our modern society is characterized by a multiplicity of social institutions and organizations which man has invented. Highly developed societies are blessed or plagued, as the case may be, with large numbers of institutions of a highly specialized nature which in turn are composed of numerous and elaborate subsystems. This afternoon, however, we are not interested primarily in the minimal requirements which must be met if society is to persist nor in the multiplicity of institutions and organizations which man has invented. Our main interest is in the structures and processes of social organizations which contribute to the achievement of quality life in our society.

The Development of Community

I cannot conceive of quality living without a sense of community. Though defined in various ways, the essence of community is a feeling of belonging, identification, holding some things in common esteem with others and at the same time acknowledging the rights and obligations of others with whom we identify ourselves. Some have described communities as being either ecological (common habitation) or moral or psychic (spiritual bond involving values, origins and beliefs) or perhaps both. Today we talk a great deal about expanded communities, the larger trade areas and area and regional development. At the same time sociologists tell us that "changes in rural social organization are in the direction of a decline in the relative importance of primary relationships (such as locality and kinship groups) and an increase in the importance of secondary relationships (such as special interest formal organizations, government agencies and business firms).[2]

While most people welcome the new opportunities offered by their expanding physical and social horizons, many experience a feeling of loss of identification or belonging to the new scene. In extreme cases persons may actually suffer from anomia, a psychological state of mind bordering on uncertainty, hopelessness and even abject despair. Sociologists use the French term *anomie* to describe social situations characterized by normlessness, social or personal disorganization, and demoralization.

Daniel E. Alleger in an article appearing in *Agricultural Science Review*[3] describes the anomia of individuals in low-income rural areas of our southern regions which seem to center around one to three personally identified situations: (1) a person thinks his community leaders are indifferent to his needs, (2) he comes to believe that his goal-objectives are eluding his grasp, or (3) he views his immediate personal relationships as no longer being predictive or supportive; or all three may occur together. Alleger states that modern urbanism is the milieu in which secularization is occurring. Secularization dissolves man's will to believe in the central ideas of his forefathers and thus cuts him off from his past. It subjects him to social situations which may appear to him as both hostile and unpredictable. The result is uncertainty, hopelessness and despair.

Loss of a sense of community may give rise to similar symptoms. There was no question about the dominant values and beliefs held in the neighborhood, the country school district, the small church parish or the village. Personal relationships while not always amiable were real and meaningful. Even the village drunkard was regarded as a person. As communities expand, as unit school districts or junior college districts emerge, as the unit for planning and development becomes the county or the region,

different value systems may come into conflict, there may be less satisfying personal relationships, less feeling of belonging and loyalty and less involvement. In short, less satisfaction with one's social situation.

It is possible, of course, to create new social structures and social relationships to replace those that have been lost. My point is simply that conscious efforts must be made to create structures and relationships which are meaningful to the citizens of our expanded communities and larger social systems. If this is not done, then quality living will not be achieved. Not only will personal satisfaction be at a low ebb, but there will be little effective citizen support for and participation in activities which could lead to higher quality living for the entire community.

The Instigation of Social Action

Quality living at the community level often cannot be achieved without some kind of social change taking place. And social change usually does not occur without social action. Social action may be defined as instigated social change, that is, social change that is brought about by group planning, decision and action. As George Beal has stated, "Instigated social action attempts to bring about social change that will maximize (it is assumed) satisfaction for a society or subsystems of a society."[4]

Social action may originate within a variety of social systems or organizations ranging from a Chamber of Commerce to a farm organization, from PTA's to missionary societies. Thus the problem in getting social action generally is not creating new or special organizations to do the job but in getting existing organizations involved in solving local problems.

Organizations are social units which originate to achieve specific goals. Once formed, however, organizations tend to acquire their own needs for existence and operation. We therefore find some organizations spending less time pursuing their original goals and more time in satisfying their acquired needs and maintaining the system. Such organizations contribute little to their members and less to society. This is especially disconcerting when the original goal of the organization was to improve in some way the welfare of its members or of the community. In all fairness, however, it should be stated that some organizations achieve their initial objectives and then move on to other worthwhile objectives or causes. They are in a continual state of renewal.

Considerable effort in recent years has been directed toward forming social structures which link together a number of local organizations and state and federal agencies, the latter providing both expertise and funds. County or area resource development programs with their supporting Technical Action Panels are a case in point. Community councils, likewise, attempt to federate

existing community organizations and agencies into an action oriented body. The objective of these efforts, of course, is to harness local resources in a democratic manner to achieve desirable social ends which individuals or single organizations working alone probably could not achieve. Sociologists speak of systemic linkage or the convergence of the elements of at least two systems so that in many ways they function as one system. This occurs most often when the systems have common goals and seek to achieve similar objectives. The challenge to communities today is to forge those kinds of linkages which will be adequate for the achievement of quality living.

Change agents and community leaders should become familiar with the process of social action. Much has been written about the stages of social action but this is neither the time nor place to discuss the details. Nevertheless, knowledge of how social action is initiated, legitimized, carried out and evaluated is a valuable tool for those concerned with getting things done in the community.

Since groups or organizations are generally looked upon as decision making, task accomplishing or problem solving mechanisms, their leaders should be aware of the stages or steps in the decision making process. Here again we do not have time to elaborate but the following stages can be listed: definition of the problem, collection of significant facts about the problem, listing of all possible solutions or courses of action, evaluation of alternative solutions and setting priorities, deciding upon the most desirable action and then taking action or carrying out the decision.

Motivation and Leadership Development

Social change and social action will not occur nor will the highest quality community life be achieved unless people are moved to make improvements. Psychologists remind us that we cannot motivate others. Each person develops his own motivation. We can only stimulate, inspire, challenge, goad, reward, threaten, provide the conditions, etc. Individuals may be motivated or moved by hunger, fear, vanity or sex. We are familiar with W. I. Thomas' four wishes—the human desire for security, recognition, response and new experience. Frequently the idea of altruism is a motivating factor in individual lives.

The capacity of people to become involved in development or improvement programs rests heavily upon education. Many people are simply not aware of certain deficiencies in their community. Others, while aware of them, are ignorant of the alternative solutions or the resources available. Thus, education, formal and informal, can contribute on two fronts. It can help people understand themselves and their communities. It can also provide them with the skills and the resources, or put them in touch with the

resources, to achieve a higher quality life than they had known before.

Social organization can provide the mechanism for education through which people can increase their capacity to become involved in improving their communities. And as we have just noted, social organization can provide the structures through which people have the opportunity to express their concerns and organize for action.

There is one ingredient of social organization which we have not discussed yet and that is leadership. It is inconceivable to think of our community organizations existing without leadership, most of it voluntary, most of it unpaid. Leadership is vital to democracy. There are, of course, many kinds of leadership ranging from leadership in formal organizations to opinion leaders in informal power structures. Most people are familiar with the former. Anyone who has worked in community action programs recognizes the important role that the latter play in either promoting or obstructing community development.

Leadership is a process. It is influencing the attitudes and behavior of other people toward the attainment of specified goals. Leadership is also a property of the group. It is granted to persons by the group and it can be repudiated by the group at any time.

Formal or informal leadership which has been entrenched in the community for a long period of time may limit or even obstruct desirable social change. For this reason communities should try to insure the steady flow of new and qualified leaders into positions of influence. While some people may be born into influential positions because of wealth and family influence, most persons achieve their leadership role because of personal qualities, special skills and knowledge, and experience.

Community organizations concerned with quality living and quality leadership recognize the importance of consciously trying to develop leadership. One of the best ways is to provide people with opportunities to become involved in community programs. Many of our youth organizations (Scouts, 4-H, FFA, etc.) are doing a commendable job of developing leadership within their own ranks. Unfortunately, this young leadership does not always flow into community leadership positions. For one thing the attrition rate is high—many rural youth leave their home communities. Another reason is that formal leadership positions in established organizations are often held tightly by the veteran leaders. Also, in many communities there is a scarcity of leadership positions to be filled because of limited, unimaginative programs.

Social organization to achieve quality living should provide expanding opportunities for involvement which is the first step

in leadership development. Since people grow in their leadership ability through experience and training, opportunities should be provided to start them up the ladder through committee assignments or minor responsibilities. Furthermore, they should be given the chance to participate in leadership development seminars and workshops. Change agents and professional leaders have the responsibility of providing this kind of education in local communities. The pay-off is creative, imaginative leadership which, in turn, should lead to quality living in our communities.

SUMMARY

Social structures can be designed and social processes can be implemented to achieve quality living. We sometimes forget that there are minimal requirements which must be met if society is to persist. Man has invented systems of social organization to meet his minimal needs and has then continued to elaborate upon them as society has developed. It is encouraging to remember that man still retains his social inventive capacity, and can, if he chooses, develop systems of social organization which can raise the quality of his living.

Volumes have been written about the techniques of improving the effectiveness of community organizations. However, in the past few minutes I have tried to underline only three major areas of concern which I feel are vital to the achievement of quality living. First, it is essential that a feeling of community be developed in our larger ecological areas so that citizens can experience satisfying social relationships and become involved and contributing members to society. Second, channels must be discovered through which social action and social change can occur efficiently and effectively. Finally, the capacity and desire of people to become involved in development programs must be increased and a continuous flow of leadership in the community must be assured if quality living is to be achieved.

Obviously there are many other areas of concern regarding adequate social organization for quality living. However, if we can provide a system of social organization which will meet the needs just outlined, then we are well along the road to achieving quality living.

FOOTNOTES

[1] Alex Inkeles, *What is Sociology*, Prentice-Hall, Inc., New York, 1964, pp. 64-65.

[2] Olaf F. Larson and Everett M. Rogers, "Rural Society in Transition," *Our Changing Rural Society*, Ames, Iowa: Iowa State University Press, 1964, p. 57.

[3] Daniel E. Alleger, "The Anomia of Rural People, Its Measurement and Correlates," *Agricultural Science Review*, First Quarter, 1966.

[4] George M. Beal, "Social Action: Instigated Social Change in Large Social Systems," *Our Changing Rural Society*, Ames, Iowa: Iowa State University Press, 1964, p. 233.

CULTURAL FOUNDATION FOR ACHIEVING QUALITY LIFE

By John Bachman, President, Wartburg College, Waverly, Iowa

In the traditional church year the fourth Sunday after Easter is known as Cantate Sunday. This, of course, indicates an emphasis on singing, and the introit for the day begins, "Sing unto the Lord a new song." Although I have always been affiliated with a liturgically oriented church, I had never really observed Cantate Sunday until about five years ago when I spent that particular day in Addis Ababa, capital of Ethiopia. Although Haile Selassie has had dreams of making Addis Ababa the capital city of Africa, no one would have described it five years ago as being a cultural center.

On that Sunday afternoon, however, I accompanied my host to the home of a faculty member on the staff of a small, struggling educational institution, located on the outskirts of the city. There in a modest size house we were treated to a concert of the highest quality, presented by a quartet consisting of two married couples, all of whom could play more than one stringed or reed instrument. They limited themselves on that occasion to medieval music and as a non-performer I have never felt such a sense of participation in a concert as I did in the crowded confines of that private home.

I had served for 20 years on the faculties of institutions with outstanding schools of music, and for a decade I had lived across the street from the famous Julliard School of Music in New York City, but in an unlikely spot in the African countryside I enjoyed a unique esthetic experience.

I cite this incident to give evidence for the conviction that one element, perhaps the major element, in the cultural foundation for achieving quality life is in the presence of cultured individuals within a community. Whatever can be done to encourage such persons to live in the countryside and to share their interests with one another and with their neighbors generally will contribute to quality life.

As a result of modern developments in education, transportation, and communication, there is a healthy scattering of persons with developing cultural interests in nearly all of our countryside communities. As I visit rural schools or small town service clubs I never fail to discover someone with keen curiosity and considerable background in literature, music, or one of the other arts. These interests are not always apparent; I was surprised and delighted to discover that an acquaintance of mine in Waverly is

a student of archeology and has visited many of the finest ancient Roman ruins.

Surely in this company I need not elaborate further on the claim that the countryside need not be culturally deprived. As a comparatively recent immigrant to Iowa, I am still amused when old friends from my former home in New York betray their provincialism by wondering how my wife and I can possibly satisfy our esthetic interests west of the Hudson River. Our stock answer continues to be true: our move to Iowa has not actually brought about a sharp reduction in our cultural exposure. While there was a wider range of choice available in Manhattan, we were unable to attend many more events in New York than we attend in Iowa because in busy professional lives a person has only a limited amount of time to devote to concerts, art galleries, and the theater. Admittedly, we plan more carefully so that when an outstanding event is scheduled we are present for it. If attendance requires a trip to Minneapolis, Chicago, or Des Moines, it is not really much more inconvenient than fighting New York traffic or finding a cab on a rainy night in the Broadway theater district.

I must insert an important caution at this point. I am not saying that devoting one night a week to a musical or dramatic production in Waverly or Waterloo is necessarily the equivalent of a night a week at Lincoln Center or the Broadway theater. The Iowa production may not compare at all favorably with the one in New York, and one of the supports for our cultural foundation is learning to recognize poor plays and poor music when they are inflicted upon us; but midwest productions can on occasion and in some respects be superior to the usual metropolitan offerings. We must also be prepared to recognize this possibility.

Britain's Royal Academy of Music grants a certificate with the inscription, "Qualified to Sing in Public." I sometimes wish we had something comparable to this to accredit aspiring artists who expose their efforts to any assembled audience. It is one thing to encourage young people to learn to speak, to sing, and to play instruments. It is another to confuse their stages of development with serious artistic expression. Instead of settling for anything which can loosely be described as cultural, we should be searching in non-metropolitan areas for vehicles of expression which are rarely available on Broadway, television or motion pictures.

Sir Tyrone Guthrie has made quite a point of the fact that it is possible for a repertory theater in Minneapolis to attempt productions and build a season which for reasons connected with the economics of Broadway would be impossible in New York. He has said that the Guthrie Theatre can attract capable professional actors at lower salaries than they are offered in New York because of the unique experience afforded them.

But how can we recognize presentations of quality when they appear? The problem of discrimination is not limited to countryside communities but it can be especially difficult to overcome in areas where there is less frequent exposure to better productions.

There is no reason, however, why residents of rural and small city areas cannot have a suitable basis for comparison with the best in all fields of artistic endeavor. Our own Artist Series at Wartburg, offered in a town of less than 7,000 people, annually includes performances of the highest caliber. Last year's series included presentations by the Royal Canadian Ballet and the Vienna Boys Choir, and this year's series will feature the Royal Philharmonic Orchestra of London and Emlyn Williams, among others. As a sidelight it can be noted that the most famous artists, and therefore the ones whose contracts call for the largest fees, such as Victor Borge from the past year's series, draw the largest crowds, even in our relatively remote location, and often help to underwrite the rest of the series. Frequently, however, performances of outstanding quality are presented by lesser known artists. A series featuring persons at varying stages in their careers invites subscribers and audiences to exercise the type of discriminating judgment I have already advocated.

Comparisons are facilitated, of course, by easily available recordings and by occasional programs of quality transmitted through the mass media. Unfortunately, this latter most obvious source of material is sometimes less accessible to the countryside than would be expected. We have radio and television stations, of course, but they are often characterized by a sameness and a mediocrity which allows little time for programs of quality. The reason for this is implied in the very term "mass media," and in the economic base for the media in this country.

Since our commercial broadcasting stations, the only ones with substantial financial resources for programming, are dependent upon income from advertising, they are intent upon attracting the largest possible audience at all convenient listening and viewing times. In the great metropolitan areas with populations in the millions, even a minority audience for, say, classical music, can number in the hundreds of thousands and can be regarded as valid program fare for at least an occasional FM station.

A similar principle applies to the showing of art films, but the problem here can be resolved by an active group of citizens who will work with a theater owner in scheduling occasional films for a discriminating audience.

In these references to the mass media I am acknowledging what has been apparent all along, that when I speak about cultural foundations I am using the term "culture" in its narrower sense, referring to intellectual and esthetic excellence, rather than

"culture" in the anthropological sense of a stage of civilization. Scholars 100 years from now will surely find interesting anthropological material in the video tapes and recordings of our contemporary broadcasts, but even in this sense there is some question as to the balance of the portrayal. The classic observation in this regard was made by Edward R. Murrow in an address before the Radio and Television News Directors Association:

> "I am seized with an abiding fear regarding what these two instruments are doing to our society, our culture, and our heritage. Our history will be what we make it. And if there are any historians about 50 or a 100 years from now, and there should be preserved the kinescopes for one week of all three networks, they will there find recorded in black-and-white, or color, evidence of decadence, escapism, and insulation from the realities of the world in which we live."

I am not suggesting that the cultural foundations for achieving quality life would necessarily be constructed much more rapidly under a different broadcasting system. It is my conviction that we need more programs of substance on radio and television, but we also need a growing audience to enjoy and appreciate them. There are different means of building such an audience, but the responsibility for it is shared by broadcasters and ordinary citizens. Neither can do much alone. We who are concerned with the achievement of quality life should take more initiative.

A former president of the National Broadcasting Company liked to speak about "enlightenment through exposure," a familiar philosophical posture which suggests that if man is only exposed to items of quality, he will develop a taste for them. There is an element of truth here; man could not very well develop a taste without exposure, but exposure alone is far from enough, as maintained by less optimistic views of human nature and demonstrated frequently in everyday experience. The conditions of exposure are important; attitudes of peer groups can reinforce or destroy. One of the best documented pieces of evidence for my position is in the comprehensive study of the influence of the British Broadcasting Corporation made by Dr. Burton Paulu. Through the years the BBC has offered an impressive array of cultural programs, but when Dr. Paulu studied British listening tastes he found them to be little different from American tastes. The BBC Third Program has served a high level of existing taste, but it is difficult to maintain that it has developed taste.

This is something we overlook in our criticism of the mass media, and it is an extremely important location for laying cultural foundations for quality life, not only in the countryside but

everywhere. Some time ago I visited in Duluth, Minnesota, and learned of a sobering study made by a television station there. The station had received a large number of letters from members of the local chapter of the American Association of University Women, complaining about the lack of quality programs on the station. A thoughtful executive filed the names of the ladies and one night some months later when a significant public service documentary was being presented over his channel he authorized a telephone survey of the homes in this specialized sample. He found that in 63 percent of the homes the sets were tuned to his opposition, Gomer Pyle.

It is possible, of course, that his documentary did not deserve an audience. It may have been superficial or, more likely, just plain dull. In building our foundations for quality life we must recognize that we cannot develop cultural interests by boring people. Our family was fortunate to spend a marvelous year in England at a time when our two sons could attend school in London. There in Shakespeare's homeland one of the sons was almost conditioned against Shakespeare for life by spending three months dissecting *Coriolanus*. Only a visit to a rollicking production at the Old Vic, complete with refreshments between acts, provided an antidote.

The discriminating tastes needed for a cultural foundation are best constructed on a person-to-person basis. Conditions are right for this venture in countryside communities where we can take time to get acquainted with one another, to see and hear things together, and then to talk about them. In this way we can contribute to the achievement of quality life, not only in the countryside but in the nation.

Like most parents, we once almost despaired at the musical tastes of one of our sons. Nothing we attempted seemed to make any difference. Then he met an attractive girl who loved symphonic music and our problem evaporated. There are many ways to build cultural foundations and most of them will be discovered by persons who do not spend too much time giving lectures such as this and listening to them, but who communicate the contagious excitement of seeing, hearing, speaking, singing, playing, painting "things of beauty which are joys forever."

THE UNIVERSITY AND ACHIEVING QUALITY LIFE IN THE COUNTRYSIDE

By Carl Hamilton, Vice President for Information and Development, Iowa State University

The American Country Life Association came into being nearly half a century ago. What participants at early annual meetings discussed—say in the 1920's—I have not had time to research. One would assume, however, that it had something to do with improving circumstances in the rural areas.

Let's assume that the theme of this conference, Achieving Quality Life in the Countryside, might have been the subject of comment in the early 1920's and that this meeting was being held here in Iowa. Let's further assume that the speaker came from the farm, a farm going through foreclosure after World War I which would not have made it untypical by any standards.

If I had been called upon to discuss this subject at such a meeting I would unquestionably have been the youngest speaker ever to appear on the program of the American Country Life Association. But if I had had that opportunity and could have told my story as seen through the eyes of a ten-year-old boy, I would have painted this picture of life on the Iowa countryside.

Mine would not have been a chapter for Hamlin Garland or a harking back to "the good old days" when life was simple and pastoral and Jeffersonian at its best. Rather I would have recalled life on the countryside without running water, central heating, indoor plumbing, or electricity. Recollections of winter evenings would have been of the family gathering closer and closer around the old heating stove as the winter winds pushed the chill ever closer to the heart of the household. You see, the baled straw and that rather quaint multi-purpose insulating material found outside the barn door and often placed around the foundation of the farmhouse was hardly the equivalent of baseboard heating.

Eventually the family would push off to bed in rooms that were barely above the freezing mark.

I would tell the story of washing in cold, hard water that caused your hands to crack and chap to the point they broke open and bled on the covers at night.

I would tell of picking corn by hand, for example, where the parents—my parents in this case—would pick the corn on the 160 acres of land which they were losing by foreclosure, and at night the last thing I would hear when I would be going to sleep would be my father shoveling off the second load of corn that he and my mother had picked during the day. And she, at night, would be attempting to do the family washing with hard water

that scummed over when you dropped in a handful of shavings from the homemade soap. The water had been heated a pail-full at a time on the back of the cook stove. Need I tell you about Saturday night baths!

But it must have been more pleasant in the summer, you say!

With no ice, the only refrigeration to be had was by lowering butter and a can of milk into the well sump. Of course, you say, there were fresh vegetables in the summertime. There were, but there was no fresh meat. In the winter there was fresh meat, but no fresh vegetables!

And in the summer a farmer was up by his own daylight saving time spending an hour or two rounding up the horses, feeding, currying, harnessing and hitching them, and following them all day—on foot frequently—as he carried on such operations as harrowing. I remember the family debate, and the self-consciousness which my father felt when finally for an investment that I suppose amounted to no more than $10 or $15, he bought a cart on which he could ride behind the harrow.

And horses which developed sore shoulders and sore necks to the point where it was difficult to harness them as the season went on. But necessity required that each morning the collar go back on the sore neck or sore shoulder—for the work must go on.

You ask about health and education and communication. The mailman with the daily paper and an occasional farm journal brought the only communication with the outside world. Health was in the county seat town not readily reached at various times of the year and denied to many by the simple reason of economics. Education was still a cross between the one-room country schools that were to persist until almost this present time and the earliest of the consolidated schools.

No one who was a part of the scene can elaborate, without varying degrees of fabrication, upon the joys and pleasures of the countryside in the early days of the American Country Life Association.

And now in 1967 we talk about quality life in the countryside where kilowatts alone, for example, turn rural America into a lighted, electrified, refrigerated, air conditioned wonderland of central heating, combination washers and dryers, running water, entertainment, good music and instant communication the world around that lasts from breakfast time to bedtime.

Need I elaborate upon the equal conveniences which have come to field operations and to all other aspects of farm life in this mechanized age?

Within a generation or less the countryside has been transformed beyond the wildest dreams of the 1920's.

By the yardsticks used by those who have seen this revolution take place, quality life has come to the countryside in such bounty and abundance as to be almost beyond comprehension.

Certainly no one could wish for anything more. Certainly no one who has seen this transformation, and certainly none who has experienced these two extremes at first-hand, could believe that grown people, presuming to some serious intellectual purpose, could come together for the purpose of discussing the need of achieving quality of life in the countryside—that is unless they simply wanted to repeat the history of an obviously accomplished fact.

Thus I speak in a low key, an agrarian and a son of the soil, so that my parents—happily very much alert to the world around them—and others of their generation, will not jump to the conclusion that their people's college is now operating solely from Cloud Nine with no tap root to reality.

I speak facetiously, of course.

But I do use this backdrop which I have just created to emphasize the fact that in discussing the kind of life we would believe to be the most desirable in rural America we must remember that we are shooting at a moving target—and one moving with astonishing speed. Few of us either on the countryside or in academic circles, can get our footing and take sight before the target has passed beyond our limits.

It is said that agriculture has progressed more in the last 75 years than it did in the previous 750—and most of that great leap forward has been accomplished since World War II.

It can be honestly said, I am sure, that academic institutions, particularly those with land-grant origin, can take great credit for this phenomenon. The question, however, is whether in congratulating themselves on past accomplishments they have let what might have been their new goals disappear over the horizons, leaving barely a warm trail to follow.

I do not speak disparagingly here of the efforts of the academic institutions, because the responsibilities which they should be bringing within range and sight, and focusing their energies upon are ever so much more subtle and swift-moving than were those in the early days of the American Country Life Association. Nevertheless they are no less real, and failure to come to grips with them may have results and implications far more disastrous than if our academicians had failed to recognize and relate to those earlier challenges described. Likewise the University's audiences—and thus the University's support—are fragmented and frequently unsure of the direction they really seek. The matter of leadership in the countryside of 1967 is a very different thing indeed from the leadership of the 1920's. People who have come

so far so quickly frequently have difficulty in identifying new goals.

Furthermore the new problems of progress—of quality—are far more demanding of group action. For the next steps, the next great escalation in the achievement of quality life in the countryside, will come as a result of a coordinated attack on or concern with a variety of factors that are broader and more far-reaching than those of the past.

Before I say more on that subject, and before leaving an impression that may be misunderstood, let me say this. There will be some who will think at this point that I am ready to suggest that the contributions of the land-grant universities and colleges to the countryside which in the past have been built so largely around economic objectives and the techniques of technology should be abandoned. I do not say or believe any such thing. Neither do I believe that further forward thrust in this area can or should or will be left totally to the private sector—even though some so argue.

Universities with their research and adult education must continue to stimulate and pace the growth and further spread of efficiency in farm production. For in truth, this phenomenon which makes it possible for one farm worker to feed nearly 40 non-farm persons actually undergirds our whole economic system. It is this fantastic efficiency on the farm which makes it possible for us to hold the threat of communism at bay, to launch man's monumental assault on the unknown world of space and at the same time live, for the most part, on a level of comfort and affluence previously undreamed of. Without our present farm efficiency, which constantly lowers food costs and makes human resources available to other areas, we could not be even seeking much less achieving these objectives.

But we in the universities must be doing something over and above these efforts which have been our goals of the past. For the great new gains in quality life in the countryside now demand a comprehension of and a coming to grips with problems that defy township, county, state, and even international boundaries—not to mention pounds per day or bushels per acre.

What are the universities taking to rural America that will help farm people share in the decisions which, like the rising tide that raises all boats, will shape goals for America of one fabric from the most thinly populated of our townships to the most thickly populated of our strip cities? There are no longer any isolated problems that can be solved without relation to other bigger problems.

John Gardner in a recent issue of the Saturday Review listed the ten major problems which, in his opinion, face our society in the years immediately ahead. He listed these:

An enduring peace.
The developing nations.
Population control.
Equal opportunity.
An educational system providing maximum individual fulfillment for each American.
New life in our cities.
Maintenance of our natural environment.
Reshaping of government.
Economic growth.
Relationship of the individual to society.

Now let's put Mr. Gardner's goals aside for a moment and look at those problems which most of us would agree are foremost when we think of rural America—and rural America alone.

Rural America is still handicapped insofar as education is concerned. We will not take the time to emphasize or belabor the reasons for this fact, but the lack of equal opportunity in the field of education is a well established problem in rural America.

Most social institutions serving rural America are obsolete and outmoded by almost any yardstick.

Health opportunities are less available in rural America.

The opportunities for cultural development—and for leisure and recreation—are less available in the countryside than they are in many urban areas, despite the problems of the urban areas.

And though many who have participated in this breath-taking great leap forward in the last three or four decades may not recognize it, poverty exists in rural America.

All of these problems and more can and should be attacked where they exist on the countryside. And it is up to the universities with their presumed intellectual leadership to identify these problems, to give them proper emphasis in relation to others, and to encourage the discussion, debate and diversion of resources which will make it possible for rural people to the greatest extent possible to come to grips with these deficiencies that exist in varying degrees in various areas of rural America.

But let's turn back to John Gardner's list which was addressed to the problems of *all America.*

Let's take at random some of his major goals and see to what degree they overlay the improvement we would like to see accomplished in life on the countryside.

He spoke of an enduring peace. Obviously an enduring peace would make it possible, if we were to channel those war-making resources into proper social channels, to wipe out and abolish whole sectors of our most pressing discrepancies both within and outside the city limits. That is taken for granted.

What are the universities saying about an enduring peace? Not in "how do we stack the guns," but in those more subtle ways that go to make this one world.

Let us take Gardner's suggestion that the problem of the developing nations and population control must loom high on the list of matters to be dealt with by the United States. What is our responsibility to the developing nations? Is population control in relation to world food supplies a subject of concern to those of us who identify with the countryside? Hungry people are combustible. Can we live in a world of combustible people?

Does the university have responsibility for identifying these problems for the benefit of rural America? Are these possibly as important as developing still another new variety of soybeans—important as that may be?

Gardner sees the bringing of new life to our cities as one of the nation's major goals. It falls high on his list as a matter of fact. Do those of us who identify with the countryside have any responsibility in this area? The city is the heart and brain of an industrial society, which we clearly are. What does the university have to say to the countryside, seeking more quality life, about the problems of our cities which today are plagued with every conceivable ill. Improved life in the country is most certainly not unrelated to curing the problems of the megalopolis.

Yet still we find these two groups falling regularly into the role of antagonists.

Gardner emphasizes the reshaping of government and its reorganization in ways that will more adequately serve our shared needs as one of the great goals for all America.

What are the universities saying and doing in this area that would be of value to those in the countryside trying to achieve quality life?

Having posed those problems and questions, which are not particularly novel to those in this audience, I deliberately duck one of the frustrations which nag the intellectual community.

I will illustrate my point with this true life story.

As a youth in those days I described earlier, my family lived in western Clay county. Those were the days of the threshing ring and a good deal more exchange of work than is the case nowadays. But one of the farmers in that neighborhood was never fully accepted in this respect. While he was in the threshing ring, most of his methods were looked at somewhat askance. He was the subject of gossip that bordered on ridicule. It was taken for granted that he could not long exist in the business of farming for he was using "college methods." He was an "Ames Farmer." He had been to school at Iowa State College. He and his methods

epitomized the suspicion which attached to much that the new land-grant colleges were attempting in the 1920's.

And now, in contrast, our best researchers here in the area of production techniques have one major complaint. It is this: They wish that the farmers would not always be coming here to the campus and bothering them by seeking the newest and the latest in agronomic practices. The farmers want to look in the test tube before it is really cool enough to touch.

On the other hand we are not exactly over-run by constituents who seek the answers to a single one of John Gardner's ten major problems facing America.

Perhaps that is because the citizenry knows or thinks that it knows that the academic community doesn't have the answers to those problems—of enduring peace, or the developing nations, or unequal opportunities, or maintaining our natural environment, or the ills of the cities, or modernizing government institutions. And of course the cititzens are at least partially right; the intellectual community has not yet come to grips with these problems. There are a variety of reasons why that is true—including some excuses and alibis.

However, we have more knowledge than we are given credit for having. But universities have not as yet identified themselves, in the eyes of their constituents, with being the source of solid and substantial information in the areas where social interaction is involved. We are still in the age of suspicion—as was true in the area of production economics in the early history of the American Country Life Association.

Universities, if they are to make major contributions to improving life in the countryside, must put more resources into these major problems of social concern. But at the same time they must learn how to transmit that knowledge in ways that will be helpful and meaningful, and most of all acceptable.

NEW METHODS TO MEET HEALTH CARE NEEDS

By Thomas C. Points, M.D., Ph.D., Coordinator, Project Responsibility, Medical Center, University of Oklahoma

Health is a community affair and the community is the patient. The individual, going his daily rounds, sets the boundaries of his community. The dynamic character of the population affects the pattern of medical care and hospital facilities as much as it does any other public or private enterprise.

A great number of people have moved from the rural areas in the last two decades. More might have left had it not been for new machinery which enabled farmers to do their work more efficiently, and farm reorganization which gave them a new basis for management and production. Had it not been for these innovations, the agricultural picture would be very sad indeed. Teachers, tradesmen, and physicians have also left the rural areas in disproportionate numbers, and they will continue to leave unless there is the equivalent of new machinery by which they can do their work, plants which enable them to operate successfully, and an assurance of a fairly consistent income.

Twenty to 25 years ago almost every small rural town had access to a family physician who was revered as an individual. Then came astonishing medical and scientific advances, specialization, industrialization, better roads and transportation, and a mobile population with an itch to see the bright lights of urban living. Now, this is not peculiar to medicine or physicians; it is true of all people, including the minister.

All too often and in too many communities, a sort of dreaded disease has set in. It seemed the fate of every small town to die away. People let empty buildings deteriorate, let empty houses become ghost houses, and in fact developed a philosophical attitude of "small towns are dead, this one is no different. I do not have the gumption to try to stem the tide, so I will just sit here, eke out a living as long as I can, and die with it."

Is this your attitude or your town's attitude? I doubt it. Otherwise, you would not be taking part in this conference. If you just want to get away from it all for a while, you would have registered and messed around. But you are here taking part, thereby showing your interest.

I for one am a firm believer that some small towns will come back, grow, and become centers, but they won't accomplish this by feeling sorry for themselves.

It is a reported fact that industry, whether 10 or 10,000 employees, looks at communities from many angles. Three of these

are schools, churches, and medical coverage. These three factors are greatly interwoven. School boards report they have difficulty recruiting new teachers and keeping their good ones if there is an absence of medical coverage. On the other hand, I know physicians will not go where there are not good schools for their children, nor will they go where there is not a good basic religious underpinning for the community. The Jewish Talmud itself stated: "No Jew may live in a city that lacks a good physician." Emerson said: "The first wealth is health."

In all surveys that have been conducted as to why physicians do not go to small communities, economic or income dissatisfaction is usually last on the list. There are many, many others that take precedence.

In this United States of ours there are many more rural communities than there are urban, and there is a great need for the provision of health services to all areas. At least one-third of our population lives in rural areas. Although families in rural areas want, need, and expect to have health coverage available within a reasonable measure of time and distance, it is too often unavailable.

On the other hand, where do those city dwellers go for recreation? They go to the rural areas for hunting, fishing, boating, and picnicking. It is reported that 70 percent of all auto accident deaths occur in sparsely populated communities. Could it be the lack of medical staff, facilities, and equipment contribute more to the high death rate than the fact that distances are so much greater? Distance in itself is a relative term: driving 100 miles to freeze while watching a football game is not nearly as far as 20-30 miles for a mother with a small child who has a bleeding cut near the eyes.

Now, for the people who seek their recreation in Oklahoma or who just drive through, there are areas of the state either completely lacking or shamefully short of medical coverage. Yes, Oklahoma offers a great deal for recreation. There are more acre-feet of water in lakes in Oklahoma than there are in Minnesota. All of our lakes are man-made. There are 77 counties in Oklahoma with a total area of 68,887 square miles and a population of 2,328,284 with 1,834 practicing physicians. However, in only six counties, generally located in the northeast quadrant of the state, there are 1,172 of these practicing physicians for 1,063,503 people, approximately one-half of the population and covering 4,013 square miles or 5.8 percent of the total area of the state. Conversely, only one-third of the practicing physicians are available to serve the remainder of the state, encompassing 71 counties, 94.2 percent of the total land area and one-half of the population.

We cannot, nor do we wish to, dictate the kind of practice or the place of practice for the physician. He will go where he is attracted; hence, rural practice must be made attractive to physicians and other health personnel if the rural health service needs are to be met.

Many communities have felt and still feel that all they must do is build a clinic or a small hospital and this will attract a physician. In reality, the basic deficits of rural health services are those of health personnel. From reviews and experiences has come the growing conviction that perhaps too many small hospitals may have been constructed in communities where the real need may not have been for so many in-hospital beds, surgery, and sophisticated equipment as for well-equipped and staffed diagnostic and emergency facilities. The construction of hospitals in the absence of medical and technical personnel is seen as an economic waste. Too many of these were and are affected by the same problem, *i.e.*, low occupancy and low utilization. The expenses of a practically irreducible staff are ordinarily spread over a few patient days which skyrockets the per-day cost to the point that the patient or the community is faced with a big deficit which has to be made up each year.

Obviously, a community attaches much importance to a new medical facility. It is proud of the hospital and frequently regards it as a showplace of the community. Very often the facility tends to generate a high degree of "community pride." Praise for the facility becomes praise for the community—and for all the individuals in the community. Similarly, criticism of the hospital is regarded as an attack upon the community and upon its citizens. They cannot dodge the brick-a-bats because "they" insisted that such be built.

Recognizing the seriousness of this problem in our state, the medical profession, through the Oklahoma State Medical Association and other related medical organizations, in cooperation with the Oklahoma University Medical Center, has accepted the problem as a medico-social responsibility and seeks answers by study and evaluation. We do not propose a mass health program based on rigid, pre-conceived bureaucracy, but rather pilot programs in which we hope to learn some facts as we assist the community to solve its own problem. The Medical School is not going to get into the business of practicing medicine. We want to learn how best to utilize paramedical personnel in a rural setting, how we can attract high-caliber physicians, how to provide them an intellectually and professionally stimulating environment in rural areas, how to utilize such a program for teaching purposes, and in short, how to package and deliver health services. We are trying to find out how best to provide examplary care in "have-not" medical care areas. We feel this can and should be

done in a manner acceptable to other physicians, acceptable economically and socially to both the receiver and the provider, and remain consistent with the principles of medical ethics.

With the reassessment and definition of the University of Oklahoma Medical Center's community responsibilities, "Project Responsibility" was proposed and is being implemented.

What is "Project Responsibility?" Basically, it is a four-phase program, with each phase running concurrently.

Phase I, in cooperation with appropriate public and voluntary health agencies, provides for a state-wide inventory of the health science personnel now serving the people of Oklahoma. The goal is to define state and community needs by (1) identification of number, kind, ages, and education, training, and location of physicians and allied health science personnel, now serving the people of Oklahoma; and (2) identification of the areas of shortages, number, and kinds (where they are, where they are not, and who needs what).

Phase II provides for a projection of current and anticipated needs based on (1) findings of the study of Phase I, (2) needs and expectations of the public, (3) needs and expectations of the profession, (4) needs of the University, and (5) the social forces at work.

Phase III will be directed toward a re-evaluation of the Medical School curriculum and its hospital training program in family medicine, a strengthening of the allied health programs by establishing within the Medical Center a School of Allied Health Sciences. All this will be done in relation to social needs.

We are already well into these programs. The Division of Family Practice within the Department of Preventive Medicine has accepted its first resident for training.

The program of family medicine will, in time, embrace the medical student's first year and carry through all four years. The residency program will not be on a fragmented block system of assignments, but will be conducted from a Family Medicine clinic, physically divorced from the university's outpatient department and hospital, with these facilities to be utilized when indicated.

Phase IV projects "pilot" study programs in the "packaging" of medical services in a "have-not" rural area. The purpose is to explore methods for the development of a rural community health center, geared to the modern concept of family medicine. We plan to utilize this center for the development of a university-approved program in family medical care, to develop an increased efficiency and economy of effort in providing medical services in a rural setting, to provide exemplary medical care in a rural setting, to attract family physicians to rural areas, and to stimulate rural communities to participate in improving their own cultural environment.

This idea of a pilot center was well publicized by news media throughout the state. The Medical Center was contacted by some 23 communities that wished to be considered. The center did not contact a single community without its first contacting us. If the community itself was not interested in improvement then we did not feel we should be. We knew we would not get much cooperation if we shoved it down their throats.

Only 17 of these communities warranted an on-the-spot survey. The others were ruled out because they already had medical coverage, even though they were unhappy with it, or they were within 15-20 minutes drive to medical care. When I was in practice, it took me 20-30 minutes of hard driving to go to the hospital, so I was not too receptive to their contention that they wanted a physician at their doorstep day and night.

Each of these 17 towns was visited. All the facts and figures on the area were in hand before the site visit, but you need on-the-spot and in-person contact. The first thing I did when I arrived in the town earlier than the scheduled time was to drive around, look at the outside appearance of the commercial establishments and houses, go to the community cemetery, and drive by the alleys. No, I did not go to the cemetery to learn the death rate nor to see how busy a physician might have been. I found that if the cemetery was in good maintenance, there was community pride and responsibility, and if the alleys and the bordering lots were in good condition, there was individual residence pride and responsibility.

The towns which were visited usually had a town meeting or a meeting with a few people where the program could be explained.

The town we picked was Wakita which has only 450 people. But some 8,500 people live within a 20-mile radius and no medical doctor and facilities were available within less than 40-50 miles. It is 135 miles from Oklahoma City.

What about this town! The Lions Club of Wakita read about the project one morning and appointed a committee. They were in the dean's office early the next morning. They invited us up for a dinner meeting to be held in their Methodist church, the largest place for a dinner. One hundred and sixty-eight people could be accommodated, 168 were invited, and 168 came. Before the meeting, eight of the leaders showed us around town and bent my ear extolling the virtues of Wakita. Every yard of grass had been mowed, every house had been cleaned on the outside and some even had a new coat of paint.

I could talk my allotted time about Wakita. There are many such towns available. It only takes one key community spark plug leader to accomplish a great deal. His unwavering pressure on a few determined dreamers stimulates the community

to push the projects to completion in spite of fears and financial problems.

This community has, by various methods, underwritten and donated a total of $500,000 and made arrangements for financing any additional moneys to provide the facilities for the community health center. They were given six acres and they purchased another 17 acres of land. In addition to the community health center, their long-range plans are for a community house, park, swimming pool, fishing pond, housing for older citizens, both apartments and houses, heliport, and a motel.

The community health center will encompass professional offices and treatment rooms for a minimum of three physicians, appropriate space for a supporting force of paramedical workers, including at least one medical social worker, a public health nurse, other nurses, technicians, and aides. The supporting services will include a clinical laboratory, X-ray, emergency minor-surgery room, and a delivery room. Contiguous with these will be a 35-50 bed extended care nursing home facility with seven beds designed and equipped for acute patient care. The number of beds necessary for acute care will be on a sliding scale as needed and as utilization is proved.

This rural community health center will care for acute emergencies, uncomplicated deliveries, and patients with less serious illnesses. For the severe cases or major emergencies, the community health center will be utilized to stabilize the patients and then transport them to other areas. Patients with the more unusual and serious problems will be transported to the nearest approved, completely equipped and staffed medical and hospital center. For the most esoteric problems, helicopter ambulance service to the University of Oklahoma Medical Center will be provided.

The community health center will be staffed by permanent physicians who will live in and become a part of the community. Hence they will be in touch with a segment of the population with whom they will identify, serve, and influence. Comprehensiveness and continuity of medical care are important. Physicians and their patients will be encouraged to create a relationship that takes into consideration the continuing life of the individual and the community, as well as the clinical problems under immediate care.

In this pilot project, it is anticipated that the clinic will be staffed by an internist, pediatrician, and a well-trained general practitioner. Their combined skills present a composite of the well-trained family physician of tomorrow. All will perform as family physicians and each will learn from the other. Ultimately, all should become the "complete" family doctor of the future.

The community health center will be considered as an integral part of the University of Oklahoma Medical Center's teaching program. The physicians in the group will have active teaching appointments at the University. Each physician will be expected and required to schedule two or three days of activity per month at the Medical Center in Oklahoma. These days will be spent as both teacher and student. This assignment will have three basic purposes: (1) to provide a method whereby the group physicians learn the latest advancements in diagnosis and treatment by supplying intimate contact with the kind of medicine theoretically and actually available; (2) to provide the University's teaching staff an opportunity to acquaint themselves with the knowledge of everyday problems in medical practice and hopefully to provide insight, sympathy, and respect for the family physician in the field; and (3) to stimulate the interest of undergraduate students, interns, and residents in the professional opportunities offered by such an area of practice.

There will be assigned to the community health center one or more residents in family medicine who will spend specified time in what might be called a "house staff preceptorship" in rural setting. This automatically makes the rural staff "teachers" in the true sense of the word.

Teaching consultants, both those who are part-time volunteer (practicing) physicians on the medical center faculty and full-time professors, will be assigned scheduled visits to the community health center. These will not be primarily to consult with the physicians about a specific case but rather to help and guide the group physicians in the evaluation of patient and community problems. This will also provide intellectual exchange and an opportunity for the visiting physicians to learn the problems of such a practice. Again, a big dividend should be a demonstration to the Medical Center faculty that good medicine is and can be practiced in rural areas.

In addition to physicians, the center would be staffed with (1) registered nurses and aides; (2) public health nurse, whose duties would be similar to a visiting nurse for pre- and post-care as directed and supervised by the physicians, and to maintain a file on high-risk families and patients; (3) a professional social worker who, under the doctor's supervision, will listen to and assist with individual and family problems, evaluate the families' ability to pay full or partial fees, and when indicated, complete forms and arrange for agency support; and (4) a registered pharmacist who will own the pharmacy as well as having an active teaching appointment at the school of pharmacy of the University of Oklahoma. He will serve as the pharmacist for both the physicians and the facilities. This too will be used as preceptorship training

for pharmacy students at the University of Oklahoma School of Pharmacy.

There will be visiting professors and students of social work, psychology, nursing, laboratory technique, public health work, and others from the Medical Center including maintenance personnel, not only for the purpose of teaching, but again as a means of stimulating interest for future staffing of this or other rural centers. Explorations in the utilization of new kinds of health personnel are also being projected.

The physicians will charge standard fees for their services, as will the other portions of the center. The physicians' fee schedule will be one that is acceptable to the Oklahoma State Medical Association.

There is always a presumed time lag from the opening of an office until physicians establish a living income. This facility will be no different because many of the people of the community will have been under the care of some physician elsewhere. Many will have developed a close physician-patient relationship which they may be reluctant to sever. Hence, it undoubtedly will require a period of time for the clinic physicians to demonstrate the kind of excellent medicine provided by the rural group family clinic. For these reasons, and to assist in the initial recruitment of qualified physicians and other professional people, the personnel will be guaranteed a minimum annual income. If collections do not equal the guaranteed income, the difference will be paid to them from trust funds to be developed by the University of Oklahoma Medical Center. If more than a minimum is earned, it belongs to the staff. This provides the incentive of the free enterprise practice of medicine along with the security of a known basic income.

The average medical school with its teaching hospital is oriented strongly in favor of clinical research, student teaching, and challenging problems of patient complications. Socio-economic elements of medicine are given little attention.

With such a plan of action, the Oklahoma Medical Center, in cooperation with the Oklahoma State Medical Association, is providing a prototype pilot project for the provision of rural medical services, both therapeutic and preventive, by a group of physicians and other medical personnel, in an environment conducive to the improvement, distribution, and utilization of health manpower and services. The exemplary medical standards and economic and educational satisfactions combine to provide rural medicine with attractions not now available. Hopefully, the project will contribute to a resolution of the many unmet problems in rural health care for this nation.

Warmth and home-like atmosphere of the center (the physicians and staff are at home with folk they know in and out of the office) brings care closer to the people who promote the center. It provides the physician with a broader base of operations than he would ordinarily find in his office. It stabilizes physician supply. It results in channeling of needed referrals to other physicians and hospitals. The health center will be a prime local institution. It will provide jobs, buy services and goods, and in general, strengthen the economy of the area.

However, this is only the stepping stone, but a necessary one, to improvement in the whole area in attracting industry, young people, and upgrading or reversing the downfall of the small community where you live or where many others live and work.

THE COUNTRYSIDE COLLEGE AND QUALITY LIFE

By Howard A. Bellows, President, Southwest Minnesota State College

It is a pleasure to be with you today. I have read with interest the scope of your Association's objectives, and the content of the program being held this year at this great university. I hope that this meeting will raise questions or invoke thoughts which may serve a purpose as we each return to our homes.

We in America should be deeply concerned about events which are shaping each day as well as the years ahead. The world into which most of us were born is gone and will never return. It is the rate of change rather than change itself that bewilders us.

The new and compelling reality of our world is rapid change. All the relationships of life are changing, person-to-person and nation-to-nation. We have seen, and are seeing, a mass migration from farm to city on a scale without precedent in its magnitude. All of our traditional institutions are changing; even the great world religions are beginning to talk to each other. I think we will survive in this world of change only to the extent that we become familiar with it. I think the most important person in changing times is not the ready follower of change but the person of unchangeable values.

More than half the young people who were graduated from our schools and colleges this spring and have taken jobs will work at jobs which did not exist when they were born. Most of those jobs will disappear before they are ready to retire. In a world of such rapid change, even the most advanced education our schools and colleges can offer will not survive as a sufficient tool for a students' whole career. Education has become a lifelong task. We've always talked about education being a continuing process, but now it is imperative, and any notion of education that does not include continuity is illusive. We are educated only as there is opened to us an orderly process of growth from what we are to something better.

Today I wish to present three simple questions which relate to the rapidly changing world which I have just mentioned. These questions relate to the American countryside, its unique educational resources, and their untapped potential in this age of change. Undoubtedly, you have thought of these questions before in terms of specific objectives of the American Country Life Association.

First of all, are we each, individually, fully aware of the countryside as it is today—not as it was 20 years ago—and are we aware of the forces which are shaping and can shape its future?

This countryside I have in mind comprises the great body of America. It includes about 96 per cent of the entire land area and natural resources. This is the ground floor of the nation's economic establishment. It is occupied by the 65 million people —one-fifth of whom are farmers. Four-fifths live in towns.

Central to this land economy are the town or country-based cities. These are the business, educational, cultural, and service centers. They are centers for local government, schools, health facilities, religious and cultural activities. They are centers for farmers as well as storekeepers and service people. They are the gateways to nearly all our national resources. The quality and prosperity of country communities are centered in country towns. The country town holds the potential to future development of the total land economy.

The countryside is vast. Its potential wealth is beyond all calculation. With its many facets most people in America don't have a clear concept of it as a comprehensive whole. Some think of it only in terms of farming; for others it may mean a place to go hunting and fishing.

What else is included in this area we are describing? Nearly all of our natural resources are in the countryside. Most of the highway mileage, railroads, electric power lines, 300,000 miles of natural gas lines, forest, water, 15,000 country towns, scenic wonders, and rustic trails are all a part of this countryside picture. The soil is yielding more than it ever has in the past. All the known resources are far more valuable, and new ones are being discovered. We have technology and industrial capacities and capabilities in the countryside undreamed of short years ago. But the most important resource in country life is people. Perhaps we can borrow a phrase attributed to William Allen White, "It's not the size of a community which makes it great, it's the quality of its people."

The land and living space are more precious than ever. There is so much to offer of the very things which are becoming increasingly essential to the well-being and dignity of people. Among these are more fundamental, personal freedoms than found anywhere else.

Manufacturing industries are beginning to decentralize and locate more plants in the countryside. Educational institutions, health centers, retirement homes will be discovering the advantages of this town and country environment.

The countryside is becoming more attractive to the growing millions of retired people as a place to live.

The countryside is changing and with change come many serious problems. A more or less definite pattern is apparent.

Many towns have just about passed out of the picture. But there are thousands of others holding their own or better, and are ready to move forward. Many small towns that didn't seem to have a chance to survive now have turned the corner and have become prosperous cities.

It has been stated that the decline of many country towns has resulted from lack of economic diversification. It makes no difference whether the industry is agriculture, mining, one-plant manufacturing, or exclusively forestry. Single economy in a community tends to stagnate and to limit local opportunities and to degrade the community. Individual initiative and skills have little chance to develop, and the more progressive and competent leave the community.

These conditions have been in the making for a long time. The processes of adjustment will come slowly. Unless they grow largely from within and are tailored to the condition in each community, they are not likely to bring permanent improvement.

The development in the future will come from inventiveness as it does in most human enterprises, and in ways that have received scant attention. Those who delve into prediction-making processes are pretty well agreed that the future cannot be predicted; rather the future is invented and engineered.

For example, no one could have predicted half a century ago that corn yields in the state of Iowa would have doubled and tripled to today's levels. This was made possible by the development of hybrid seed. Power farming did not just happen. It was invented and developed. The forthcoming development of the countryside is going to come from new ideas and initiative. With all the resources, facilities, and capabilities available today, the future for people in the countryside has never held greater promise, but new ideas and new approaches are going to be needed.

My second question. Are we, as laymen and professionals, aware of the unique resources in higher education in the United States which by their very nature should be of service as we cope with a rapidly changing countryside environment? Our great land-grant colleges and universities have played an important role in this development for over 100 years as have many other institutions, but the potential has not been tapped when we analyze our total higher education resources. Perhaps this is from lack of understanding of the changing conditions and of the resources.

Scholars in American higher education describe it as a unique institution in western society generally, in the United States in particular. Customarily, higher education is described as having three primary purposes, instruction, research, and public service.

As we observe higher education institutions in the United States, it is readily evident that higher education possesses at-

tributes of religion, private welfare, economic enterprise, and government administration. It resembles other institutions and agencies of society in terms of both tradition and current operating practice.

Yet we cannot equate higher education with any of these. Our colleges and universities in the United States constitute the unique institution, different from any other.

We should be aware that no other nation even approaches us in the number and diversity of institutions of higher education. Our institutions include those with less than 100 students to those enrolling more than 40,000. Some admit only the few of top ability and clearly defined interests, whereas others accept any high school graduate. Among these American institutions of higher learning one sees an entire spectrum.

Counting only institutions listed in the U. S. Office of Education directory, there are 644 of the junior college type, 792 four-year institutions, 455 which offer work through the Master's level, 233 which grant the Doctorate, and 25 unclassified. Of these, there are 12 under federal control, 405 under state control, 357 under local government units, 507 private denominational, 483 protestant, 361 Roman Catholic, and 8 Jewish.

The colleges and universities of our nation are characterized by localized independence and decision making. This institutional freedom is related to the fact that as a group they have never been subjected to the control of any political, religious, or other centralized agency. We have developed a higher education which is characterized by diversification, de-centralization, local economy, and free competition.

There are both strengths and weaknesses in the system. A higher education composite which has been on a whole well adapted to the demands of the past is no evidence for its being equally well adapted to the needs of the foreseeable future. Unplanned diversification must be evaluated in terms of individual, local, state, and national needs. If higher education is to become more important to the general welfare, it has also to become more complicated, expensive, and interrelated.

At this point my remarks may seem to imply that little, if any, coordination exists among our educational institutions. This is not correct as American higher education does have a complex scheme of overall organization. Higher education has developed a large number of associations, mostly voluntary in membership, which promote varied but common ends.

In addition to these associations there are other individuals and groups involved in the total organization of higher education. Examples include lay boards of trustees, legislatures, governors, state budget officers, state-wide commissions, semi-political re-

gional agencies, compacts, cooperative inter-institutional arrangements for mutual development, more than 40 executive agencies of the federal government and Congress.

As we look at the overview we see that although colleges and universities may be inclined to go their separate ways, there is certainly no lack of agencies and associations intended to promote many kinds of unified effort.

More than 300 countryside towns have important colleges, and many have junior colleges. These colleges are truly part of the countryside scene. Some of them have been established for more than 100 years. Like the countryside they, too, have felt the pressure of a changing countryside environment as they relate their programs to the youth and adults they serve.

Often they lose their talent to outside institutions, and the competition for students and funds grows stronger. However, these colleges may present a new promise in modern education. The conditions that face colleges in small cities are somewhat parallel to those that face the countryside in general. They would gain by any progress made in the countryside. This gain would be more positive if the colleges would take a more active part in the countryside movement. Their leadership would add to their own strength.

The countryside needs to rediscover its own resources and opportunities in the light of today's understanding and needs. It needs to develop a more positive image and do a better job of promotion. Some of these same imperatives also apply to the colleges.

The countryside needs more effective communication channels. It needs education, ideas, and leadership. The colleges can provide a significant amount of leadership in all these areas. They can serve as regional headquarters for different groups and issues. They can be centers where urban people and outside industry may gain better understanding of the countryside and its values.

My final question. Assuming that higher education can make a positive contribution to the objectives which we seek—do we have the ways and means of developing a concerted program at this time?

The missions of the various colleges are diverse. They also differ in size, faculty qualifications and composition, facilities, equipment, as well as the basis and amount of financial support for programs.

A large number of the colleges located in the countryside were founded in bygone days. They have played a very important and wonderful role in the development of this country. As times have changed, the missions of many colleges have been reviewed and a deliberate change of purpose has been articulated. But, in many

instances there appears to be a serious time lag between this change and the relationship to their environment. In many cases inadequate financial support to instigate new programs has been the primary deterrent. Often, the failure to recognize the need to serve the publics which support the particular segment of higher education has obstructed progress. Today, we are not in need of an "ivory tower" view of higher education, but in need of additional institutions geared to serve all the people in their area with "education for living"—including helping communities help themselves toward economic and cultural betterment.

It appears to me that America's countryside colleges can make significant contributions to a planned and orderly program of countryside development.

There are three areas of development which come to mind if comprehensive development programs are to take place.

The *first* is to continue to provide higher educational opportunities for a substantial number of high school graduates and adults in the area served by the college.

I believe consideration must continue to be given to the liberal arts and pre-professional programs. In addition, it is my considered opinion that research will bear out the need for the increased development of field-oriented collegiate level programs in many technical areas, programs which will develop a supply of people with highly developed skills to support the professionals. Some examples are: the engineering technologies, medical technologies; business programs such as management, accounting, marketing and merchandising, and executive secretarial; agricultural economics; and service areas such as food service management.

Secondly, each college should consider the needs of specialized programs in higher education to serve changing conditions.

For example, most countryside related colleges have made significant contributions in the area of preparing teachers for elementary and secondary schools. Do the times demand an enlargement of this mission to cover additional areas? An emphasis on additional service and research in countryside programs may be indicated.

And *thirdly,* today's transportation has placed these colleges within driving distance of most people. Additional study should be given to developing, on these campuses, centers which will provide research, educational, and cultural programs that will serve not only on-campus students but the people in the college region—programs which will bring into the area opportunities for contact with individuals unobtainable unless a critical mass of people can be assembled.

It may be that a continuing function of these colleges should include study of problems faced by youth and adults in a changing environment. For example, emphasis may be needed in determining the relation of various undergraduate programs to area problems with major consideration for occupational implications. Also, there is need for the study of the changing rural environment which would identify problem areas and serve as a basis for program planning.

In this area we have a source of leadership which will enable the resources of academic departments to be brought to bear on rural problems through research, conferences, and non-credit educational programs, as well as the traditional offerings.

The thoughts which I have presented are very basic and in many instances are in operation.

Perhaps the time is here when the hard work and dedication of many people over the years will truly bear fruit.

Thank you.

EVALUATION OF MULTI-COUNTY PLANNING AND DEVELOPMENT PROGRAMS

Daryl Hobbs, Associate Professor of Rural Sociology, University of Missouri

The ideas encompassed in the title of this paper currently enjoy exceptional popularity. A colleague recently remarked that any proposal including the words "multi-county," "area" and/or "resource development" in any combination is certain to attract immediate attention, and even more significantly, usually the funds to begin a program. In recent years the multi-county approach to planning and development has been exemplified in the emergence of area vocational schools, area community colleges, area industrial development organizations, area extension districts, regional planning commissions, regional libraries, airports, etc. The emergence of such multi-county, multi-community based institutions, organizations and facilities seems to be a function of a general recognition that communities are increasingly interdependent and that for many communities, especially in rural areas, there is an insufficient population and economic base to support a full range of services. Much of the area activity has, however, been stimulated and facilitated by various state and federal agencies and organizations since typically such multi-county areas do not represent political and legal entities.

Similarly evaluation seems to have joined the ranks of the "good" and "desirable." Virtually every program today includes provisions for evaluation. However, the infrequent appearance of systematic evaluation reports in the literature leads one to conclude that evaluation, like the "problem solving process" has become a cliche which has meaning conceptually but seldom materializes operationally. As remarked by Howard Beers "The *idea* of evaluation is almost too popular, while the skills of doing it are too rare."[1] However, the rarity of skills may be less of a restraint on evaluation than the willingness to recruit and incorporate such skills into planning and development programs. Yet without systematic efforts to quantify and measure the development input as well as the expected output it is difficult to say what it was that was planned and implemented.

It is a major contention of this paper that effective evaluation of development efforts is not an activity which is initiated sometime after a program has begun to justify its continuation but rather that it is an integral part of the initial definition of development and initial planning of the development program. How development is defined, the nature of the development input, the geographic and ecological focus of the activity and the expected duration of the development program all have implications for

what is to be measured, how it is to be measured and when it should be measured. Furthermore, it is emphasized that this is a reciprocal endeavor since anticipation of evaluation from the outset may influence the course of development planning and cause development objectives to be framed in operational and attainable terms.

The Concept of Development

Development in the sense in which it is used in current sociological and economic literature implies structural change. Further, this change is usually equated with progress in terms of a norm of efficiency and/or economic growth.[2] Such change is typically defined to include modifications and adjustments in the factors of production, the utilization of all types of resources, and the structure and function of institutions. It further implies change in the attitudes, values and beliefs which serve as the basis for human action and decision-making and thereby also as the basis for institutional patterns and resource utilization.

The concept of development, however, appears to take on different shades of meaning when coupled with different ecological entities. Community development for example has typically been equated with motivating people in some locality to carry out some locality relevant social action. Exemplifying this approach is the following definition: "a process of social action in which the people of a community organize themselves for planning and action, define their common and individual needs and problems; make group and individual plans to meet their needs and solve their problems; execute these plans with a maximum of reliance on community resources; and supplement these resources when necessary with services and material from governmental and non-governmental agencies outside the community."[3] Thus the emphasis in community development is to a great extent placed on the process of social action.

Economic development on the other hand is typically equated with national or regional development and, therefore, focuses attention on a different combination of variables and procedures. Primary consideration is given to policy alternatives which can be exercised by national political bodies to create conditions favorable to economic growth. The variables involved in planning and analysis are primarily the various institutional sectors of a society.

Thus it is suggested that community and economic development represent not only differences in the scope of the planning and action base but more fundamentally differences in procedures and the variables of primary concern.

The multi-county area approach to development would appear to represent a convergence of the concepts of economic develop-

ment and of community development. A basic rationale of the area approach to development is that it brings under planning consideration a wider, more complete range of resources than the individual community and thereby expands the range of development strategies and policy alternatives. Furthermore multi-county areas (functional economic areas) as defined by Fox and others approximate relatively self-sufficient social and economic systems and, therefore, many of the interdependencies expected at the level of an economy prevail at the area level. In this regard, Fox suggests that "functional economic areas represent an integrated labor market area which perhaps is their most distinctive feature."[4] Thus from an economic development perspective the functional economic area represents a unit sufficient in size and resources to analyze institutional interrelationships and to invoke policy alternatives oriented toward producing structural change.

On the other hand, functional economic areas are sufficiently small in size to enable application of the community development perspective as a means of implementing area development objectives. Since functional economic areas are typically delineated by identifying the area of influence of larger population centers, the population of an area usually identifies with and uses certain common facilities and services such as newspapers, radio, and TV stations, airports, community colleges, department stores, etc. Thus such areas, which typically involve from four to ten counties, represent units of *potential* organization and social action. Although the social and economic logic of such areas may be sound they do not at the outset represent units with the social structures necessary to serve as a basis for concerted social action. People are accustomed to making decisions on the basis of individual, family, firm, community, county, state and national criteria but have not typically identified with areas as decision-making and action units.

Placing area development in the context of both economic and community development has many implications for evaluation of area development efforts. Defining it as economic development focuses attention on structural change, interdependencies between various institutional sectors, and on various indicators of economic growth and adjustment. Defining it as community development on the other hand suggests evaluation of the extent to which social action is effectively organized and initiated to carry out the objectives of economic development. Both are relevant to area development but each involves distinctively different kinds of evaluation skills and a different timetable for evaluation.

Evaluation

In order to establish a frame of reference regarding evaluation I would like to emphasize that evaluation is research. However

evaluation research is somewhat different from what is often labelled as basic research. In basic research the research worker typically determines the variables to be measured in terms of criteria relevant to him. Whereas in evaluation research the variables to be measured are usually prescribed, either intentionally or unintentionally, by the development planners and policy makers. Consequently, the possibilities of performing meaningful evaluation research depend to a considerable degree on the extent to which planners anticipate evaluation and incorporate measurement considerations into development plans.

In research it is necessary not only to specify relevant concepts but also to have operational definitions of concepts if measurement is to occur. It is at this juncture that development evaluation and development planning intertwine. In order for evaluation to be meaningful and objective, it must be made on the basis of degree of attainment of specified objectives. Consequently as a part of the planning process goals which are operational and, therefore, capable of measurement must be specified if objective evaluation is to take place. Therefore, at the time a development plan is formulated, the planners are at the same time, and possibly without deliberate intent, developing the plan for evaluation and are either facilitating or are placing severe restrictions on the possibility of subsequent measurement.

Establishment of operational objectives includes specification not only of what is to be measured but also the expected level of attainment. Evaluation can be most effectively performed if criteria have been established regarding what would constitute the optimal area from the standpoint of types of services, number of institutions, location of institutions, etc., with various models being based on different sets of assumptions. If such models were constructed as a part of the planning process not only would it be expected that evaluation would be greatly simplified but that implementation of the program would be expedited as well. To suggest for example that there are too many small country schools and that reorganization is necessary does not really provide a valid criteria for evaluation. If the objective is not more explicit, the only evaluation measurement would consist of the number of schools closed and/or consolidated. Presumably under such imprecise criteria success would be achieved at the point where there were no schools remaining in the area. The development objective, therefore, should be sufficiently specific, detailed and operational to permit an objective assessment of it when it has been accomplished.

Placing evaluation in the context of research suggests also the necessity for persons with various research skills to be incorporated into the development program. The availability of such person-

nel not only enhances the prospect of valid measurement but can also expand the range of operational objectives. As an example attitude change, which is frequently cited as a development objective, but usually subjectively evaluated, can be an operational objective. There are established techniques for changing attitudes and attitudes can be measured. However, identifying attitude change as an objective does not make it operational if the attitudes to be changed, and in what direction, are not specified and if the skills appropriate to effective employment and measurement are not available.

Frequency of Evaluation

Perhaps as crucial as any question pertaining to evaluation is when it should take place. Usually evaluation is thought of as occurring after some treatment effect. However, it is elementary research logic that assessment of effect is based upon both before and after measurement. However, in the case of area development initial measurement can serve a dual purpose. The program to be developed, whatever it is, should start from the present resource base. This emphasizes the need for a complete, accurate, and current inventory and analysis of existing resources—both physical and human. Consequently, the same kind of data necessary for diagnosis and definition of the development problem are the data necessary for adequate evaluation. Therefore, the plan for development and the plan for evaluation could conceivably be the same plan. The variables are specified, the treatment effect is specified and the nature and magnitude of expected change is specified. Given such a development plan the evaluation of effectiveness at various stages is made relatively easy.

The bench-mark data suggested above, however, is concerned primarily with social, economic, political, and demographic indicators of development—it does not involve organizational structures established for the purpose of planning or implementing development. With respect to such structures evaluation should be incorporated as an operational procedure from the outset. Over a period of time development programs and development organizations become increasingly institutionalized and, therefore, increasingly rigid. Consequently, as time goes on the more difficult it becomes to evaluate a program with the idea of bringing about any significant change in procedure. Thus the most opportune time to build evaluation into a program is at its inception before techniques and procedures have become standardized. Evaluation then perhaps should be considered as an "early warning" system to identify aspects of programs which are both effective and those which are ineffective.

Although the manifest purpose of evaluation is to determine the extent to which objectives have been achieved there is a sig-

nificant latent effect which can influence frequency of evaluation. One of the more influential factors in human motivation is the successful accomplishment of goals. Thus relatively frequent evaluation reports of progress on various goals to committees and those involved actively in development can be a significant factor in maintaining motivation and enthusiasm for development projects.

Frequent evaluation, however, implies the existence of some short-run objectives which are both operational and incremental. This implies also that a part of development planning consists of establishing sequences of actions and expected effects ranging from the most immediate and operational to more long run. In fact given the nature of current development programs and the lack of continuity in many of them, evaluation emphasis must of necessity be primarily on the accomplishment of short-run objectives which are known theoretically to be indicators of longer range change and development. However, as suggested by Wilbert Moore, "Before propositions about short-term and long-term effects can be objectively tested, the time interval must be specified and the future when long-term effects will display themselves must not be so distant as to be meaningless. For we are reminded of the acerb comment attributed to the great economist Lord Keynes, 'In the long run we are all dead'."[5] Although most development programs begin with the long run in mind, the reality has been that the length of the program has not been sufficient to begin to realize long-run effects. This places great emphasis on the necessity to employ models of growth and development where pre-conditions and intervening variables are established as the operational objectives of the development activity.

Evaluation Criteria

In view of previous comments regarding the significance of the planning function for evaluation it would be contradictory to suggest that there is a universal set of criteria for evaluation of area development efforts. Each area represents a different combination of resources and each has differing sets of development priorities. Some areas require immediate attention to problems pertaining to burgeoning metropolitan areas while others are suffering from high rates of outmigration. Tolley for example emphasizes that there are at least five different types of regional growth patterns within the United States, each requiring different kinds of policies and development strategies.[6] Nevertheless, there are some general considerations concerning evaluation which would seem to be common to area development as currently structured in the United States.

As area development has proceeded across the country much of the initial effort has been devoted to establishing representative

organizations and committees to plan and implement development objectives. The typical pattern has been for some change agent organization or agency to initiate an area development activity by organizing several area committees to study the problems of the area and to formulate preliminary development plans. Such committees are generally composed of representatives of the dominant institutions and organizations within the area and are typically selected and invited to participate by the initiating agency. Once such area committees have been established the initiating organization has usually sought to establish itself in a resource and servicing role, depending on the area organization to make decisions regarding priorities and implementation of development plans.

This organizational pattern, apparently rather uniform across the country, suggests several implications for evaluation: (1) the initating agency and the area development organization ostensibly perform different functions with different objectives and different operating procedures. Consequently, their efforts should be evaluated separately and in terms of the objectives unique to each. It is conceivable that the initiating organization could be successful in the attainment of its objectives and the area development organization unsuccessful and vice versa. (2) Since formulation of an area organization by the initiating organization has been the typical starting point of area development programs, it is obvious that establishment of a viable, effective area organization is an objective of the initiating organization. Assuming this to be an operational objective of the initiating agency suggests that the extent to which the objective is attained should become a matter of evaluation. (3) Similarly, the area organization, once established, should be evaluated in terms of known methods of organizational efficiency and effectiveness. As suggested by Katz and Kahn, organization efficiency can be defined as the ratio of the energy input to energy output.[7] They suggest that efficiency thus provides an indication of how much of the input of an organization emerges as product and how much is absorbed by the system. It has occurred to me that in recent years a great deal of effort has been expended by change agent systems in organizing such area structures and that a great deal of effort has been expended in committee meetings trying to formulate development strategies. Yet I have observed very little evaluation of various methods of organization of such area structures and even less evaluation of the organizational efficiency and effectiveness of such development committees. If the primary purpose of a development organization is the preparation of a plan or strategy for development then the criteria for evaluation is the efficiency and effectiveness with which such a *plan* was developed. The implementation of the plan and its effectiveness become criteria

for evaluation of those charged with that responsibility. The suggestion from the above considerations is that every function involved in area development should be subject to evaluation as a means of testing alternative procedures and that the criteria exercised in evaluation should be relevant to the objective and purpose of the function. It involves some considerable stretch of the imagination to expect that the organization of a committee to prepare a development plan for an area would within a year or two have any effect on per capita income within the area.

In making the suggestion that every function in area development should be subject to evaluation it is reiterated that the persons and the techniques involved in evaluation should be functionally specific. If the effectiveness and efficiency of area development committees is to be evaluated such evaluation should be performed by persons skilled in organizational evaluation and analysis.

In the initial stages of area development, primary emphasis is placed on organization and planning. However, if planning is to be anything other than an interesting and enlightening exercise for the planners, it must materialize in the form of an action program to achieve objectives.

As suggested previously, the area approach to development is a relatively recent trend which seems to embody elements of both economic (macro) and community development. The economic and community development perspectives would seem to be complementary at an area level with area-wide social action serving as a means of implementing economic development objectives. However, it was emphasized above that multi-county areas, because of their relatively small size and use of certain common facilities, may represent a *potential* for social action but that heretofore there have been no relevant area social or political structures to serve as a vehicle for the initiation and implementation of area-wide action programs. In recent years the emergence of various public-supported institutions serving an area clientele has been effected by enabling legislation permitting existing political entities to jointly support and administer such institutions or by direct federal or state financing.

To a great extent the emergence of area-wide action programs to carry out development objectives is dependent upon the creation of some area identity among local people and on the formation of area social structures to facilitate social action. Consequently, for both the initiating agency and the area development organization indications that areas are emerging in the minds of people as relevant social and economic units would seem to be a significant short-run evaluation criteria.

Creation of an area identity and the emergence of public interest in and understanding of development objectives are not

likely to occur without extensive effort. Such effort is likely to be beyond the capabilities of the area organization and, therefore, may necessitate the establishment of effective communication linkages with a large number of existing organizations and institutions within the area. Assuming such a dialog to be essential to successful accomplishment of development objectives suggests several additional criteria for evaluation. These may include the fidelity of communication between the area development organization and various organizations within the area, the extent to which area leaders are informed about the objectives of development, the level of awareness of the general public regarding the development activity and the effectiveness of feedback from people in the area to the area organization.

The preceding comments regarding evaluation criteria have concentrated primarily on short run procedural and organizational criteria which are relevant to the establishment of an effective interrelation between an initiating agency, an area development organization, and the various relevant publics of an area. Attention has been focused on such criteria since it is felt that in the short run successful establishment of an organizational structure having the capability of rational and effective planning and the creation of a dialog among relevant groups is an essential pre-condition for the achievement of substantive development objectives. Furthermore, beyond stating such general objectives as economic growth, more efficient utilization of resources and/or institutional adjustment it is not possible to state what the development objectives of each area are or what they should be. It is emphasized however that the substantive objectives of development for an area, in order to be effectively implemented and evaluated, should be defined in terms of some general model of development which specifies interrelationships, interdependencies and temporal sequences of objectives. Using such a general model as a criterion for planning and establishing priorities of objectives emphasizes the accomplishment of long run objectives by the achievement of a series of operational short run objectives which are considered to be necessary pre-conditions. Exercising such a framework facilitates both planning and evaluation by enabling periodic assessment of progress in quantifiable and relevant terms. The results of evaluation can then be fed back into the planning process as "data" which will enable continual modification and improvement of the development plan.

Summary

An attempt has been made in this paper to emphasize that evaluation of development is an activity which can serve a vari-

ety of functions and that it is an integral part of development from the initiation of an activity to its termination. Howard Beers emphasizes in this regard that ". . . evaluation is not just a study of results after they have occurred, or a final pronouncement of success or failure. Complete evaluation begins with 'bench marking' before development work is undertaken, it continues through operations research while action is in progress, and culminates in the determination of results."[1] It might be added that if evaluation occurs only at the termination of development projects its utility is primarily for those initiating subsequent projects and not for those having participated in the project evaluated.

Anticipation of evaluation from the outset of a development activity can serve as a stimulus to the collection of data prior to beginning the project which is beneficial for both planning and evaluation and also as a reminder to planners to establish development objectives which are operational and realistic in terms of expected inputs. Furthermore, anticipation of periodic evaluation which will be fed back into the planning process emphasizes the necessity to establish sequences of objectives which can be evaluated at various stages of the development process.

It is emphasized also that area development as structured across the United States involves a multiplicity of organizations and agencies each having separate functions and objectives in area development. Evaluation, therefore, should be relevant to the function of each participating organization. If the objectives of the initiating agency are primarily educational, then the effectiveness of the agency should be assessed in terms of the accomplishment of educational objectives.

Finally it is emphasized that evaluation is research and that evaluation of something as comprehensive as area development requires the research competence and expertise of a variety of disciplines. This underscores that evaluation considerations must be taken into account from the outset of a development activity to enable application of appropriate experimental designs and the incorporation of necessary staff.

FOOTNOTES

[1] Howard Beers, *Application of Sociology in Development Programs.* Paper presented at the annual meeting of the Rural Sociological Society. Washington, D. C., August 30, 1963.

[2] Illustrative of this contention are works by Bert Hoselitz, Economic Growth and Development: Non-economic Factors in Economic Development, *American Economic Review*, 47, 28-41, May 1957; W. W. Rostow, The Take-Off Into Self-Sustained Growth, *The Economic Journal*, 66, 25-48, March 1956; E. E. Hagen, *On the Theory of Social Change, Home-*

wood, Ill.: The Dorsey Press, 1962; Manning Nash, Some Social and Cultural Aspects of Economic Development, *Economic Development and Cultural Change,* 7: 137-150, January 1959.

[3] The Community Development Guidelines of the International Cooperation Administration, *Community Development Review,* No. 3, December, 1956, p. 3.

[4] Karl A. Fox, Delineating the Area. Iowa Business Digest: Bureau of Business and Economic Research, Iowa City, Iowa, Vol. 33, December, 1962.

[5] Wilbert Moore, *Social Change.* Englewood Cliffs, New Jersey, Prentice Hall, Inc., 1963, p. 31.

[6] G. S. Tolley, *Development Differentials.* In "Optimizing Institutions for Economic Growth." Ag. Policy Inst., Raleigh, North Carolina, 1964, pp. 47-63.

[7] Daniel Katz and Robert L. Kahn, *The Social Psychology of Organizations,* John Wiley and Sons, New York, 1966.

[8] Howard Beers, *Ibid.*

ACLA MEMBERSHIP—1967

INDIVIDUAL MEMBERSHIPS

Ackerman, Joseph—Farm Foundation, Chicago, Ill.
Albrecht, Richard E.—Wallaces Farmer, Des Moines, Ia.
Amundsen, Wesley—Seven-Day Adventist, Washington, D. C.
Anderson, Marvin A.—Iowa State University, Ames, Ia.
Ansel, James A.—Western Michigan University, Kalamazoo, Mich.
Aylesworth, Phillip F.—Federal Extension Service, Washington, D. C.
Baker, H. R.—University of Saskatchewan, Saskatoon, Canada
Baldwin, Robert D.—West Virginia University, Morgantown, W. Va.
Bangham, Edith—University Hospitals, Madison, Wisc.
Bennett, W. H.—Utah State University, Logan, Utah
Berkland, Orville—American Lutheran Church, Brandon, S. D.
Bertrand, Alvin L.—Louisiana State University, Baton Rouge, La.
Blalock, Madge—North Carolina State Library, Raleigh, N. C.
Bonser, Howard J.—Pennsylvania State University, University Park, Pa.
Bottum, J. Carroll—Purdue University, West Lafayette, Ind.
Brown, Bill—Illinois Agricultural Association, Bloomington, Ill.
Bryson, Harry L.—University of Missouri, Columbia, Mo.
Buck, Roy C.—Pennsylvania State University, University Park, Pa.
Cassidy, Rev. Hugh P.—National Catholic Rural Life Conference, Franklin, Ill.
Claar, J. B.—University of Illinois, Urbana, Ill.
Clark, Lois M.—National Education Association, Washington, D. C.
Cook, H. Wallace, Jr.—Farmer, Elkton, Md.
Cooper, Wm. C.—North Carolina State University, Greensboro, N. C.
Cowden, Mrs. Howard—Homemaker, Kansas City, Mo.
Curry, Mrs. E. D.—Homemaker, Fairmont, W. Va.
Downey, Mylo S.—Federal Extension Service, Washington, D. C.
Dreier, Wm. H.—National Education Association, Cedar Falls, Ia.
Dreyer, Stanley—Cooperative League of the USA, Chicago, Ill.
Ekola, Giles C.—Lutheran Church in America, Chicago, Ill.
Fox, Glenn S.—Cooperative Marketing Association, Kansas City, Mo.
Franseth, Jane—U. S. Office of Education, Washington, D. C.
Frerichs, Robert T.—American Baptist Convention, Green Lake, Wisc.
Glenn, Max E.—Disciples of Christ, Indianapolis, Ind.

Gray, Wm. Paul—Future Farmers of America, Washington, D. C.
Green, Jesus Gonzalez—AID, Sevilla, Spain
Gunlogson, G. B.—Agricultural Engineer, Racine, Wisc.
Hartman, Chas. K.—Ill. Baptist Convention, Centralia, Ill.
Hepler, Orville—S. D. Council of Churches, Huron, S. D.
Herrboldt, Irma—Lutheran Council in the USA, Chicago, Ill.
Heye, E. A.—American Lutheran Church, Austin, Tex.
Hildreth, R. J.—Farm Foundation, Chicago, Ill.
Hoiberg, Otto G.—University of Nebraska, Lincoln, Nebr.
Holter, Edward F.—University of Maryland, College Park, Md.
Huber, Mrs. F. C.—Maryland State Council of Homemaker Clubs, Baltimore, Md.
Humphreys, Gertrude—West Virginia University, Morgantown, W. Va.
Hunter, Wesley C.—S. D. Council of Churches, Huron, S. D.
Husfloen, Richard L.—American Lutheran Church, Minneapolis, Minn.
Johnson, Jay S.—University of Wisconsin, Madison, Wisc.
Jehlik, Paul J.—U. S. Department of Agriculture, Washington, D. C.
Johnson, David—St. Peter Lutheran Church, Denver, Ia.
Johnson, Paul C.—Prairie Farmer, Chicago, Ill.
Johnson, O. W.—Banker, Burwell, Nebr.
Johnston, W. W.—American Lutheran Church, Bismarck, N. D.
Kiley, Edward W.—National Rural Electric Coop Association, Washington, D. C.
Kleckner, C. W.—Illinois State Grange, Rockford, Ill.
Less, John A.—State YMCA of Michigan, Lansing, Mich.
Lindstrom, D. E.—University of Illinois, Urbana, Ill.
Lutz, Wm. B.—Methodist Church, Ann Arbor, Mich.
McCanna, Henry A.—National Council of Churches, New York, N. Y.
Magnuson, Osgood—University of Minnesota, St. Paul, Minn.
Magruder, John W. Retired, University of Maryland, College Park, Md.
Manny, Mrs. Theo.—U. S. Department of Agriculture, Washington, D. C.
Matthew, John C.—United Presbyterian Church, New York, N. Y.
Maurer, B. B.—Lutheran Church in America, Chicago, Ill.
Meisner, J. C.—National Catholic Rural Life Conference, St. Louis, Mo.
Meyer, Louis P.—Church of God, Anderson, Ind.
Miller, Roy D.—United Theological Seminary, Dayton, Ohio
Moomaw, I. W.—Author-consultant, Orlando, Fla.
Morrison, R. D.—Alabama A & M College, Normal, Ala.
Mosher, M. L.—Retired, Agricultural Extension, Grinnell, Iowa

Mueller, E. W.—Lutheran Council in the USA, Chicago, Ill.
Murray, Christopher—Roman Catholic Church, Lawrenceburg, Tenn.
Neher, Leon C.—Rural Life Association, North Manchester, Ind.
Nelson, Emmie—National 4-H Service Committee, Inc., Chicago, Ill.
Nesius, Ernest J.—West Virginia University, Morgantown, W. Va.
Niederfrank, E. J.—U. S. Department of Agriculture, Washington, D. C.
Norris, Ralph C.—County Supt. of Schools, Des Moines, Ia.
Olsen, Duane A.—Kansas State University, Hiawatha, Kan.
Olsen, Harold E.—Lutheran Church in America, Des Moines, Ia.
Quinn, Bernard—Center for Applied Research in the Apostolate, Washington, D. C.
Rau, E. W.—American Lutheran Church, Willmar, Minn.
Reynolds, Dana D.—International Development Consultant, Washington, D. C.
Robinson, Wm. McKinley—Western Michigan University, Kalamazoo, Mich.
Sayre, Mrs. Raymond—Homemaker, Ackworth, Ia.
Schneider, E. F.—Evanston, Ill.
Schnucker, Calvin—Dubuque Theological Seminary, Dubuque, Ia.
Schweitzer, H. J.—University of Illinois, Urbana, Ill.
Search, George L.—Lutheran Church in America, Axtell, Kan.
Sheppard, Frank W. Jr.—AID, USOM, San Francisco, Calif.
Sills, Horace S.—United Church of Christ, Lancaster, Pa.
Smith, John R.—Presbyterian Church, U. S., Atlanta, Ga.
Smith, Mervin G.—Ohio State University, Columbus, Ohio
Stacy, Wm. H.—Iowa State University, Ames, Ia.
Starch, Elmer—Washington, D. C.
Stern, J. Kenneth—American Institute of Cooperation, Washington, D. C.
Stewart, M. C.—Farmer, Homer City, Pa.
Stucky, Wm. G.—Iowa State University, Ames, Ia.
Sturgen, George—S. D. Council of Churches, Huron, S. D.
Sutton, Philip S.—University of Nebraska, Lincoln, Nebr.
Swanton, Milo K.—Wisconsin 4-H Foundation, Madison, Wisc.
Taylor, Carl C.—Arlington, Va.
Taylor, G. W.—Tuskegee Institute, Tuskegee, Ala.
Tjaden, George K.—Minn. Council of Churches, Minneapolis, Minn.
Tootell, R. B.—Governor, Farm Credit Administration, Washington, D. C.
Tozer, M. L.—Lutheran Church in America, Harrisburg, Pa.
Trelogan, Harry C.—U. S. Department of Agriculture, Washington, D. C.

Voorhis, Jerry—Cooperative League of USA, Chicago, Ill.
Wakeley, Ray E.—Southern Illinois University, Carbondale, Ill.
Watson, Jake—Beckville, Tex.
Wieting, C. Maurice—Ohio Farm Bureau Federation, Columbus, Ohio
Wileden, A. F.—Retired, University of Wisconsin, Madison, Wisc.
Wolters, Gilbert—St. Benedict's College, Atchison, Kans.
Yarian, Willis A.—American Lutheran Church, Golden, Ill.
Yohe, Ralph S.—Wisconsin Agriculturist, Racine, Wisc.
Zimmerman, D. W.—Ecumenical Center of Renewal and Planning, Merom, Ind.

LOCAL MEMBERSHIPS

Merom Institute, Merom, Ind.
Trinity Lutheran Church, Moorhead, Minn.

ORGANIZATIONAL MEMBERSHIPS

American Farm Bureau Federation, Roger Fleming, Chicago, Ill.
American Lutheran Church Men, A. E. Doerring, Minneapolis, Minn.
American Medical Association, Bond L. Bible, Chicago, Ill.
Council on Rural Health
Boy Scouts of America, Edgar W. Wolfe, New Brunswick, N. J.
Rural Relationships
Farm Foundation, Chicago, Ill.
Lutheran Council in the USA, Chicago, Ill.
Dept. of Church and Community Planning
National Catholic Rural Life Conference, Des Moines, Ia.
National Education Association, Washington, D. C.
Dept. of Rural Education
The National Grange, W. J. Brake, Haslett, Mich. and Washington, D. C.
United Church of Christ, Serge Hummon, New York, N. Y.
Town and Country Dept.

BUSINESS MEETINGS

MINUTES—BOARD OF DIRECTORS MEETING NOVEMBER 28, 1966

The Board of Directors of the American Country Life Association, Inc., met on Nov. 28, 1966, 327 South LaSalle Street, Chicago, Ill. The meeting was called to order by President Gertrude Humphreys. Present were: Bond L. Bible Mrs. Kendall Bryan, Lois M. Clark, R. T. Frerichs, Nolen J. Fuqua, Wm. Paul Gray, R. J. Hildreth, Gertrude Humphreys, Paul C. Johnson, E. W. Mueller, J. Kenneth Stern, W. G. Stucky, Milo K. Swanton, H. Jerry Voorhis, A. F. Wileden.

IT WAS VOTED to accept the minutes of the July 11-12 meeting as mailed. The secretary called attention to the item in the minutes which suggests that board members help with distributing the proceedings. IT WAS VOTED that extra copies of the proceedings be made available to new universities and educational institutions; *e.g.*, the new university for southwest Minnesota, located at Marshall, Minn.; and that a listing of available copies be placed with the Department of Health, Education, and Welfare, with the Superintendent of Documents, with Sears Roebuck Foundation, with Adlow Larson of the University of Wisconsin, and with B. F. Ihlenfeldt of the Cooperative League of the USA.

IT WAS VOTED to accept the treasurer's report.

SHARING COMMITTEE REPORT—It was suggested to the committee that information concerning new books be included in the listing. This could be done by including a bibliography. This will provide information as to what is available from other agencies and institutions. Through the sharing of literature the ACLA should seek to focus attention on the culture of American rural life, quality community, need of an adequate economic base, needs in education, needs in health, land and water resources, and beautification of the countryside. In general the materials distributed could cover the items discussed in the proposal of the Task Force. If any one wants to include a bibliography with the mailing, 150 copies should be sent to the Sharing Committee.

TASK FORCE REPORT—E. W. Mueller, chairman, reported that the Task Force had met on Nov. 22, and he shared a progress report. (See Exhibit A.) The next meeting of the Task Force is set for Jan. 26, 1967.

Comments relating to the report. Mueller reported on a multi-county study area in Wisconsin. A four-county study committee identified that in this area there was need to provide educational opportunities for local leaders—a program designed to help local leaders to understand their problems, to inventory their resources, to suggest alternate courses of action, to increase their capacity to involve people in community planning, and to organize available resources to maximize results. In response to this need, presented to the University of Wisconsin, the University developed a nine-week seminar for local leaders. The seminar met once a week for three hours for a period of nine weeks. The University provided staff, resource persons, and a coordinator. Professor Wileden who was involved as coordinator commented on aspects of the seminar for local leaders. He emphasized the importance of an outside catalyst working with local resource persons, such as county agents, and getting key people to attend. He felt that the reaction of the University was very positive to the seminar. It, however, takes considerable University staff time.

In this type of an approach the ACLA could serve as catalyst to encourage citizens to request this type of educational program from Uni-

versities. It could identify for the citizens additional resources that could be involved in the setting up of a seminar for leaders. Jim Hildreth felt more educational programs need to be focused on the development of the individual. He reminded the group that the Kellogg Foundation has started an intensive program on leadership training.

A number of persons called attention to the importance of involving youth in the task of developing a quality countryside. We need to guard against a feeling of defeatism. Co-ops have responsibility to furnish more community leaders. Paul Johnson raised the question whether this type of program, outlined by the Task Force, would be regarded as competition by the land-grant universities. Bill Stucky stated that the universities would welcome an opportunity of the type outlined by the Task Force, particularly if it gave them an opportunity to serve new clientele and in this way enlarge their basis of support. Universities have been more sensitive to the needs of plants and animals than to the needs of people. Universities feel they need to move in the direction of helping people with their community problems.

There was agreement that the approach outlined by the Task Force was not competitive. It might be desirable to build an area organization which would seek to bring together leaders in a functional economic area. It was suggested to the Task Force that in its final proposal it give attention to: (1) local government structure, (2) developing a more adequate paragraph on research and demonstration, and (3) indicating the role youth will have in developing a quality countryside.

IT WAS VOTED to accept the report of the Task Force and to urge the members to proceed with having the proposal funded.

IT WAS VOTED that the Executive Committee be empowered to draw up a contract with any foundation that is ready to provide the funds. The action of the Executive Committee will be confirmed at the next meeting of ACLA.

COMMITTEE APPOINTMENTS—The President named the following committees: Program—R. J. Hildreth, chairman, E. W. Mueller, secretary, R. E. Albrecht, Bond L. Bible, H. J. Schweitzer, Wm. G. Stucky. Citation—J. Kenneth Stern, chairman, Nolen Fuqua, R. T. Frerichs. Nominating—Paul C. Johnson, chairman, Mrs. Kendall Bryan, B. B. Maurer, Wm. McKinley Robinson, Irma Herrboldt.

ANNUAL CONFERENCE—IT WAS VOTED to accept the invitation of Iowa State University to hold the 1967 conference on its campus, July 10-12. IT WAS VOTED to ask Wm. H. Stacy to be responsible for local arrangements and publicity.

PROGRAM COMMITTEE—The following suggestions were made to the Program Committee: (1) The program should appeal to the people who live in the countryside and who decide the future of the countryside, rather than to professional persons. (2) Use discussion groups. (3) Specific topics could be local government, leadership, cultural life of the people in the countryside. (4) Explore the possibility of involving the many private colleges in the state of Iowa. (5) Involve people from the countryside. (6) What is quality? (7) What are the aspirations of people in the countryside in terms of style of life?

RURAL YOUTH IN THE USA—Ken Stern reminded the board that at this time the RYUSA does not have a coordinator, and that their Executive Board will be meeting at the YMCA Hotel, Chicago, on Dec. 8-10, to plan the 1967 program. Mr. Stern suggested that this might be a good time to extend to them an invitation to attend the Ames conference. IT WAS VOTED that E. W. Mueller arrange to attend one of their

sessions and extend to them an invitation to attend the ACLA meeting at Ames, and that he explore the possibility of a closer working relationship between ACLA and RYUSA.

IT WAS VOTED that proceedings be sent to Dr. Larry Suhm, University of Wisconsin, and to the chairman of the Commission on Rural Poverty. The demise of Benson Y. Landis, who for a number of years was secretary of ACLA, was announced. The Secretary was asked to write a letter of condolence to Mrs. Landis. The next meeting of the Board will be on July 10, 1967, 7:30 p.m., Memorial Union, Iowa State University, Ames, Iowa.

IT WAS VOTED to adjourn.

Respectfully submitted,

E. W. MUELLER,
Secretary.

MINUTES—BOARD OF DIRECTORS MEETING JULY 10 AND 11, 1967

The Board of Directors of the American Country Life Association, Inc., was called to order by President Gertrude Humphreys, Memorial Union, Iowa State University, Ames, Iowa, 7:30 p.m., July 10. Present were: Gertrude Humphreys, R. J. Hildreth, E. W. Mueller, Bond L. Bible, Lois M. Clark, Paul C. Johnson, J. Kenneth Stern, W. G. Stucky, Milo K. Swanton, H. Jerry Voorhis, A. F. Wileden, Edgar M. Wolfe. Present for the July 11 meeting only: H. J. Schweitzer, and Msgr. George J. Weber for Rev. Hugh P. Cassidy.

IT WAS VOTED to accept the minutes of the Nov. 28, 1966, board meeting as mailed. The secretary's office reported on its activities for the year. The report indicated that about half of the time was spent in connection with the preparation, mailing, and promotion of sale of the proceedings. It was noted that in 1966 $638.20 was received from the sale of proceedings. The remainder of the time was spent in connection with maintaining and building up membership, sending out invitations to the annual meeting, and general correspondence. In promoting the sale of the proceedings letters were sent to university libraries, state libraries, community development personnel, extension directors, etc. The association has 69 standing orders for proceedings and a general list of 95 organizations and agencies that have indicated that they desire to be notified each year when the proceedings are available.

There was discussion of the decrease in membership. It was suggested that we obtain a list of organizations with which we might work and send to them a copy of the proceedings, stating that we function as a forum and need their support. The secretary was instructed in connection with this correspondence to make the offer of sending complimentary copies of the proceedings to the organizations' executive committees.

It was noted that a number of church organizations and persons active in full-time church work hold membership.

It was suggested that we again concentrate on sending an invitation to membership to all rural sociologists.

The secretary also reported that a special letter was written to each of 24 colleges in the Ames area, inviting them to attend the annual conference.

TREASURER'S REPORT—IT WAS VOTED to receive the treasurer's report as prepared for the annual meeting. (Published at end of these

proceedings.) The treasurer called attention to the two special gifts which were given to the ACLA in 1966 and 1967.

IT WAS VOTED that a letter of appreciation be sent to the Farm Foundation for its liberal support in 1966 and 1967. IT WAS VOTED that a letter of appreciation be sent to the United Church of Christ for its support in 1967.

PROGRAM COMMITTEE—Copies of the program were distributed. Jim Hildreth expressed appreciation to his committee for the help given him in setting up the program. This report led into a discussion of the printing of the proceedings. Paul Johnson offered his services to edit the proceedings and to get them ready for the printer. However, he asked how the Board wanted to handle the "discussion groups" in the published report. It was suggested that there be a secretary for each group, appointed from board members, and each is to give to Mr. Johnson a summary of what is to be included. It was also suggested that at the end of the proceedings a collation of significant ideas expressed during the general discussion periods be included.

SHARING OF LITERATURE COMMITTEE—Mr. Wileden, chairman, reported that two mailings had been sent. He urged that board members send materials to the secretary's office for inclusion in future mailings.

NOMINATING COMMITTEE—Paul C. Johnson, chairman, reported that his committee would recommend to the annual meeting that all Board members whose terms were expiring be re-elected for a three-year term.

CITATION COMMITTEE—J. Kenneth Stern, chairman, reported that his committee had functioned and would report in due time.

IT WAS VOTED that the board has full confidence in the intelligence and discretion of the committee and would wait until the banquet for the final report. (A citation was presented to E. W. Mueller. A recommendation was made from the floor at the banquet that a citation also be given to Wm. H. Stacy. This recommendation was honored.)

TASK FORCE REPORT—E. W. Mueller, chairman, gave a progress report on the work of his committee: (1) The ACLA at its annual meeting on July 12, 1966, voted that the Task Force proceed with the completion of its assigned task. (2) The Task Force met on Nov. 22, 1966, and then made a report of this meeting to the board on Nov. 28, 1966. (See minutes of Nov. 28, 1966, board meeting.) In keeping with suggestions made by the board members the report was revised. The revised report became the working paper for the meeting of the Task Force on Jan. 26, 1967. (3) This working paper has served as the basis of seeking the counsel of Gordon Harrison of the Ford Foundation and of Dr. Russell Mawby of the Kellogg Foundation. Mueller met with Harrison in the office of the Ford Foundation in New York on Dec. 20, 1966. Hildreth and Mueller met with Mawby in Battle Creek, at the Kellogg Foundation, on Jan. 24, 1967. (4) The report on the contact with Ford Foundation and with Kellogg Foundation and the revised report became the agenda for the Task Force meeting on Jan. 26, 1967. (5) Mueller and Harvey Schweitzer had planned to meet in Urbana on Jan. 30 to prepare the report on the Jan. 26 meeting. These plans were foiled by the blizzard. The report of the January 26 meeting was subsequently prepared by Schweitzer who served as secretary of that meeting. (See Exhibit B.) (6) Hildreth and Mueller plan to meet with Mawby at Battle Creek on Oct. 30.

The report was received with commendation. IT WAS VOTED that the Task Force seek to get funding for Phase I as outlined in the Task

Force report. At the same time the Task Force is to explore the possibility of the ACLA getting adequate funding so that it can develop a more adequate and extended forum on the needs of the countryside and related issues.

President Humphreys asked for a report of the meeting with the Rural Youth USA. Dr. Mueller reported that he had been asked to attend the meeting of the Executive Committee, RYUSA, on December 9, 1966. He stated that he was well received and that he invited them to attend the ACLA conference.

At the request of President Humphreys, Lois Clark reported that she has been attending meetings of the National Committee for Children and Youth.

Miss Humphreys expressed appreciation to Miss Clark and Dr. Mueller for their presence at these meetings.

There was discussion of getting a feedback from people who attend the annual conference of ACLA. What is the area they would like discussed? What should ACLA be doing? It was suggested that to get feedback we provide people attending with evaluation forms.

Miss Humphreys extended an invitation to the board to hold the next annual conference on the campus of West Virginia University, Morgantown. IT WAS VOTED that this invitation be accepted. IT WAS VOTED that the dates of the next annual conference be July 16 and 17, 1968.

IT WAS VOTED that the next Board of Directors meeting be held in Chicago, Ill., Farm Foundation office, on Nov. 30, 1968. IT WAS VOTED that the Board of Directors meeting in connection with the annual conference be at 7:30 p.m., July 15, West Virginia University, Morgantown.

At this point the board recessed to resume its deliberations on July 12.

The Nominating Committee recommended the following as officers for 1967-1968, to be elected for one year: Dr. R. J. Hildreth, President; Dr. E. W. Mueller, Vice President; Miss Irma Herrboldt, Secretary-Treasurer. IT WAS VOTED that the Secretary be asked to cast a unanimous ballot for the slate. IT WAS VOTED that the new secretary-treasurer be instructed to continue the same financial arrangement for services rendered —payment for hours worked on the basis of salary of full-time job.

IT WAS VOTED to send a letter of appreciation to Iowa State University for the excellent facilities and the co-operation of staff and personnel. IT WAS VOTED that a letter of appreciation be sent to Cooperative Extension Service of Iowa State University and to Dr. Wm. H. Stacy for services provided in holding the annual conference. IT WAS VOTED that a letter of appreciation be sent to Miss Humphreys for her services as president the past two years.

IT WAS VOTED to adjourn.

Respectfully submitted,

E. W. MUELLER,
Secretary.

MINUTES—ANNUAL MEETING
JULY 12, 1967

The annual meeting of the American Country Life Association, Inc., was called to order by President Gertrude Humphreys, Memorial Union, Iowa State University, 8 a.m., July 12, 1967. The minutes of the July 12, 1966, meeting were accepted as printed in the proceedings of the 45th annual conference. The president asked the treasurer to present his re-

port (Published at end of these proceedings). IT WAS VOTED to accept the report as presented.

There was discussion about the sale of the proceedings. It was noted that a goodly number had been sold. The question was raised whether the price per copy of the proceedings should be increased. The Board of Directors is to discuss this at its next meeting.

COMMITTEE REPORTS—Milo Swanton reported that two mailings had been sent to the membership on sharing of literature. He asked that members send to the secretary's office any materials they feel might be of interest to the entire membership. He stressed that the ACLA does not endorse materials which are included by the committee in the mailings.

Paul C. Johnson, chairman of the nominating committee, recommended the following persons for a three-year term on the Board of Directors: Phillip F. Aylesworth, Bond L. Bible, Harry L. Bryson, W. J. Brake, Hugh P. Cassidy, Edgar W. Wolfe, H. J. Schweitzer, Irma E. Herrboldt. IT WAS VOTED to accept the report of the nominating committee as presented. IT WAS VOTED to ask the secretary to cast a unanimous ballot.

TASK FORCE REPORT—Rev. E. W. Mueller, chairman, reported on the activities of the Task Force. (See minutes of the July 11, 1967, Board of Directors meeting.) He asked H. J. Schweitzer to report on the Jan. 26, 1967, meeting of the Task Force. (See Exhibit B, July 11, 1967, Board of Directors meeting.)

IT WAS VOTED that the same group continue to serve on the Task Force: R. J. Hildreth, B. W. Kreitlow, E. W. Mueller, H. J. Schweitzer, W. G. Stucky, F. P. Zeidler.

IT WAS VOTED to confirm the action taken by the Board of Directors at its meeting on Nov. 28, 1966, and on July 10, 1967.

There was discussion that people in attendance be asked what should be included in future ACLA conferences: What are the areas of concern that need to be discussed at annual meetings?

Myrna J. Aper, president of Rural Youth in the USA, expressed thanks and appreciation to the ACLA for the special invitation to attend the conference. She in turn invited all members to attend RYUSA's annual conference on August 20-24, 1967, Monmouth College, Monmouth, Ill. She stated that she would report on the ACLA conference to her Executive Committee.

President Humphreys expressed appreciation in behalf of the ACLA to the Program Committee for the stimulating program it had arranged.

Appreciation was expressed to Memorial Union, Iowa State University, for the use of the Union and for the fine services rendered.

IT WAS VOTED to adjourn.

Respectfully submitted,

E. W. MUELLER,
Secretary.

EXHIBIT A—Progress Report, Nov. 22, 1966, meeting of Task Force

Suggestions by the Task Force for implementing the decision of the ACLA to secure funds to employ a small, full-time staff in order that the ACLA can act as a catalytic agent in the establishment of a quality countryside.

Things the office will do:

(1) *Work* with the larger multi-county community in which people live and have various types of interactions and social relationships. It

usually polarizes around a major countryside city of 25,000 or more. This larger community is being recognized as a viable planning unit for the development of the countryside.

(2) *Function* as a catalytic agent to establish horizontal conversation between the people and the different social, economic, and political units that make up this complex area. The purpose is to increase people's awareness of their area community and facilitate area planning.

(3) *Encourage* the holding of seminars for the different types of community leaders and key persons who are in a position to move the community in the direction of more excellence of country living. It will do this by: (a) Getting a small group of key citizens to take the initiative. (b) Helping them to become acquainted with educational resources that can provide them staff for seminars for leaders. (c) Making contact with resources. (d) Playing a supporting role in the planning of the seminar program. (e) Working with communtiy institutions, agencies, and organizations for the purpose of identifying key persons in the community and encouraging them to attend the seminar for leaders.

(4) *Secure* grants from public and private sources for research and demonstration. Staff will place grants with educational institutions and (a) ask them to do needed research in the area of developing quality communities; (b) ask them to conduct demonstration projects that can serve as prototypes for the development of a quality countryside and prototypes for leader training; (c) ask them to discover various ways of identifying, enlisting, educating, and retaining leaders in the local community so that they can be in a position to make contribution in the development of quality community.

(5) *Establish* a working relationship with influential organizations that are active in the countryside such as: (a) National Association of County Government, (b) Association of City States, (c) trade, farm, and commodity organizations, and (d) schools.

During the first year the staff would be expected to work with approximately six major communities, with adequate geographical spread.

The budget required to maintain the office and underwrite the activities of the staff:

(1) The salary of the director of the ACLA, including pension, social security, etc.	$ 25,000
(2) An assistant to the director	20,000
(3) Secretaries—one full-time and one part-time	8,000
(4) Rent of office space	3,500
(5) Travel for staff	10,000
(6) Publications	4,000
(7) Office expense	5,000
(8) Office equipment (initial)	5,000
(9) Conferences and consultations	10,000
(10) Seminars for leaders	20,000
Budget for the year	$110,500

The request would be for a five-year project or a total of $550,000.

Frank Zeidler was asked to make the initial contact with the Ford Foundation and with the county associations. R. J. Hildreth and E. W. Mueller are to make contact with Dr. Mawby of the Kellogg Foundation.

The Task Force is also to explore the possibility of government grants —USDA, OEO, HEW, education aid program, conservation district program.

Other foundations mentioned were Max C. Fleischman and Danforth.

EXHIBIT B—Notes from Jan. 26, 1967, Task Force Meeting

Members present: R. J. Hildreth, B. W. Kreitlow, E. W. Mueller, H. J. Schweitzer, W. G. Stucky; not present, F. P. Zeidler.

The major purpose of this task force meeting was to review the progress made in contacting foundations for support of the ACLA proposal and to discuss changes which should be made in the proposal itself to meet questions raised by the foundations.

E. W. Mueller reported on the contact made with the Ford Foundation. R. J. Hildreth discussed the reaction of the Kellogg Foundation. It seems apparent that the latter foundation is more receptive to the ACLA approach and has indicated it would consider a formal proposal. Both foundations raised the question of the multiplier effect of the ACLA proposal; namely, how would influence and activity radiate from the pilot or demonstration projects initiated by the ACLA?

In view of this question and the feeling of the Task Force that perhaps more time at the beginning should be given to surveying the situation and planning, it was agreed that a three-phase approach be made in securing financial support.

Phase I—Program planning and development

Two years would be devoted to surveying the needs of the countryside, contacting agencies and groups working on rural problems or interested in doing so, designing pilot or demonstrating projects and mobilizing resources. It is anticipated that the ACLA would probably initiate some action programs during this period if surveys, feasibility studies and planning should support moves in this direction.

Annual budget requirements for Phase I are estimated at $48,500. Staff would consist of a director and a secretary. Office space and equipment requirements would be minimal. Travel, conference and consultation expenses would be the other major items besides salaries. An item for publications would be included. Foundation support would be sought for this two year program with the understanding that careful appraisal and evaluation would be made at the end of this period before funds were sought for Phase II.

Phase II—Program implementation

The second phase would be initiated upon approval of the ACLA executive committee. It would be based upon the study, planning and development carried on during Phase I. It is anticipated that many of the activities mentioned in the working paper of the ACLA Task Force (Jan. 26, 1967) would be initiated. Phase II should continue for a minimum of five years in order that continuity in programs can be assured and that the effectiveness of various approaches can be evaluated.

Annual budget requirements for Phase II would be more than doubled. An assistant director would be employed and an additional secretary hired. Office space and expenses would be increased and the travel allowance doubled. Provision would be made for financing pilot or demonstration projects. A substantial sum would be included in the budget for conferences, seminars and consultation.

Phase III—Program evaluation

A continuous process of evaluation would be activated beginning with the second year of Phase I. The executive committee of the ACLA would seek special funding from an outside agency, such as HEW, to establish a system of evaluation. Activities in Phase II would be designed so that evaluations could be made at various points to guide further planning

and development. It is felt that continuous evaluation will be essential and perhaps a prerequisite for continuing foundation support. No budget requirements have been included for this phase.

Estimated Annual Budget Requirements

Phase I

Director	$ 25,000
Secretary	6,000
Travel	5,000
Office rent	1,500
Office expense	2,500
Office equipment	2,500
Special conferences	2,000
Group consultation	2,000
Publications	2,000
Total	$ 48,500

Phase II

Director	$ 25,000
Assistant Director	20,000
Secretaries (2)	12,000
Travel	10,000
Office rent	3,500
Office expense	5,000
Office equipment	2,500
Conferences and consultation	10,000
Pilot projects	20,000
Publications	4,000
Total	$112,000

FINANCIAL STATEMENTS
TREASURER'S REPORT, DEC. 31, 1966

Balance on hand, Jan. 1, 1966		$ 348.41
Receipts:		
Memberships—		
125 individual at $5	$ 625.00	
2 individual at $10	20.00	
1 local at $5	5.00	
14 organizational at $25	350.00	
	$1,000.00	
Proceedings sold	638.20	
Farm Foundation contribution	600.00	
Sears Roebuck Foundation contribution	1,500.00	
Annual meeting—55 registrations at $3	165.00	
1966 receipts		$3,903.20
United Airlines—unused ticket refund		79.17
TOTAL RECEIPTS		$4,330.78
Expenditures:		
Postmaster—stamps		$ 280.00
College City Press—		
Balance on 1965 proceedings	$ 550.00	
1966 proceedings	1,350.00	
		1,900.00
Acme Copy Corp.—		
General multilithing	$ 57.11	
Invitation to annual conference	29.40	
Programs	53.95	
		140.46
Mimeo-Shop—varityping		4.50
National Lutheran Council—		
Printing—multilithing	$ 95.20	
Telephone	6.80	
Postage	11.58	
Supplies	9.84	
Trucking	2.00	
		125.42
Brunk Printing Service—envelopes		10.79
Schwartz Picture Framing—lettering and framing citations		11.60
Annual meeting expenses—		
Meeting space rental	$ 70.00	
Coordination costs	88.00	
Audio visuals	15.00	
Banquet tickets	45.00	
Flowers	7.50	
Herrboldt expenses	57.10	
United Airlines, Herrboldt ticket	79.17	
		361.77
Gertrude Humphreys—travel expenses and supplies		167.58
I. Herrboldt—secretarial services 7/65-6/66		567.00
TOTAL EXPENDITURES		$3,569.12
Balance 12/31/66		761.66
		$4,330.78

Outstanding bill:

Miss Humphreys' expenses for 1966	$ 128.77

TREASURER'S REPORT, JUNE 30, 1967

Balance on hand, Jan. 1, 1967		$ 761.66
Receipts:		
Memberships—		
100 at $5 (individual)	$ 500.00	
1 at $10 (individual)	10.00	
2 at $5 (local)	10.00	
11 at $25 (organizational)	275.00	
	$ 795.00	
Proceedings sold	85.68	
Farm Foundation contribution	400.00	
United Church of Christ contribution	65.00	
		1,345.68
TOTAL RECEIPTS		$2,107.34
Expenditures:		
Railway Express—express to Madison, Wisc.		$ 4.20
Fraser Stamp— with new address		3.20
Brunk Printing Service—1,000 envelopes		10.75
Acme Copy Corp—		
Invitation to annual conference	$ 30.20	
Program	28.75	
		58.95
Lutheran Council in the USA—		
General multilithing	$ 27.50	
Postage	8.90	
Supplies	1.27	
		37.67
I. Herrboldt—		
Secretarial service	$ 422.30	
Supplies purchased	3.24	
		425.54
TOTAL EXPENDITURES		$ 540.31
Balance 6/31/67		1,567.03
		$2,107.34